

CITY CENTER DEVELOPMENT AGENCY  
CITY OF TIGARD, OREGON  
RESOLUTION NO. 05- 01

A RESOLUTION PROPOSING AN URBAN RENEWAL PLAN AND REFERRING THE PROPOSED URBAN RENEWAL PLAN AND REPORT TO THE PLANNING COMMISSION, DIRECTING DISTRIBUTION OF THE URBAN RENEWAL PLAN AND REPORT TO TAXING DISTRICTS, AND DELEGATING AUTHORITY TO THE AGENCY MANAGER

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WHEREAS, the City Center Development Agency acts as the City's urban renewal agency; and

WHEREAS, the City Center Advisory Commission was appointed to provide citizen involvement in preparation of an urban renewal plan for Tigard's Downtown area;

WHEREAS, the City Center Advisory Commission, after public hearings and considerable public input has, with the assistance of the City's consultants, prepared and approved a proposed Urban Renewal Plan and Report, which is attached hereto as Exhibits A and B respectively; and

WHEREAS, the City Center Development Agency has reviewed and considered the proposed Urban Renewal Plan and Report approved by the City Center Advisory Commission; and

WHEREAS, state statutes require that, after an urban renewal agency prepares an urban renewal plan, that it be reviewed by the Planning Commission, which will make a recommendation to City Council; and

WHEREAS, state statutes also require that taxing districts which may be affected by urban renewal plans may review such plans and meet with the urban renewal agency that proposes the plan,

NOW, THEREFORE, BE IT RESOLVED by the City Center Development Agency, that:

SECTION 1: The City Center Development Agency proposes adoption of the Urban Renewal Plan, based on the Report (Exhibits A and B). The proposed Urban Renewal Plan and Report are referred to the Planning Commission so that it may make its recommendation to the City Council.

SECTION 2: Copies of the proposed Urban Renewal Plan and Report shall be provided to each taxing district that imposes a property tax on properties within the urban renewal area in the proposed urban renewal plan.

SECTION 3: The City Center Development Agency delegates authority to the Agency Manager to act for the City Center Development Agency in fulfilling the meeting requirements of ORS 457.437. The Agency Manager may further delegate this authority.

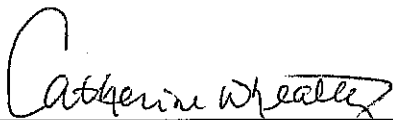
SECTION 4: This resolution is effective immediately upon passage.

PASSED: This 18<sup>th</sup> day of October 2005.



Chair - City of Tigard  
City Center Development Agency

ATTEST:



Recorder - City of Tigard City Center Development Agency

\\adm\packel\0505\018\10-11-05 urban renewal plan and report attachment 1.doc

DRAFT

CITY CENTER URBAN RENEWAL PLAN

October 10, 2005

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## *DRAFT CITY CENTER URBAN RENEWAL PLAN*

### **I. INTRODUCTION**

The City Center Urban Renewal Plan (the "Plan") contains goals, objectives and projects for the revitalization of the City Center Urban Renewal Area (the "Area"). The Area, shown in Figure 1, is predominantly zoned for commercial use, encompassing lands in Tigard's Central Business District, General Commercial District, Professional Commercial District and Mixed Use Employment District. In addition to commercial lands, residential property on the east side of Hall Boulevard and adjacent to Fanno Creek is located within the R-4.5 Low-Density Residential District, R-12 Medium-Density Residential District and R-25 Medium High-Density Residential District.

Under existing conditions, the Area is underdeveloped and lacks the mix of high quality commercial, office, residential and public uses suitable for the City's Central Business District. Information regarding conditions in the Area is provided in the Report accompanying the Plan (the "Report").

The purpose of the Plan is to use the tools provided by urban renewal to attract private investment and facilitate the Area's redevelopment. These tools include tax increment financing (see Section IX), which generally means that the property taxes resulting from growth in property value within the Area can be used to finance improvement projects and programs. Urban renewal also allows for the purchase and sale of land from willing sellers for redevelopment as part of a public/private development partnership.

The Plan is administered by the City Center Development Agency ("Agency") which was established by the City Council of the City of Tigard as the City's Urban Renewal Agency. The Plan may be changed in the future, under the provisions of Chapter XI.

The Plan has a duration of 20 years (see Chapter X), meaning that no new debt will be incurred after Fiscal Year 2025/2026. The maximum amount of indebtedness (amount of tax increment financing for projects and programs) that may be issued for the Plan is Twenty-Two Million Dollars and No Cents (\$22,000,000).

### **II. GOALS AND OBJECTIVES**

The goals of the Plan represent its basic purposes. The objectives for each goal generally illustrate how the goals are to be achieved. The urban renewal projects called for in Chapter IV of the Plan are the specific means of meeting the objectives.

**Goal 1:**           **Revitalization of the Downtown should recognize the value of natural resources as amenities and as contributing to the special sense of place.**

#### **Objectives:**

1A: Integrate open space and landscaping elements into the design and development of public improvement projects identified in the Plan to create a livable environment and provide opportunities for multimodal recreational use.

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1B: Minimize the impact of public improvements and facilities projects on the natural environment through the integration of appropriate protective measures and mitigation strategies.

**Goal 2: Capitalize on Commuter Rail and Fanno Creek as catalysts for future investment and development.**

Objectives:

2A: Support the development of transit-oriented residential, commercial, employment and recreational uses in the Central Business District that will benefit from and support commuter rail.

2B: Implement pedestrian and bicycle system improvements that will enhance connectivity between downtown and surrounding residential and commercial areas.

**Goal 3: Downtown's transportation system should be multi-modal, connecting people, places and activities safely and conveniently.**

Objectives:

3A: Design and construct street improvements as consistent with the Tigard Downtown Improvement Plan and the Tigard Transportation System Plan.

3B: Concurrent with proposed street improvements, and in conformance with the Tigard Transportation System Plan (TSP), provide bike lanes, sidewalks, pedestrian crossings and other pedestrian and bicycle facilities that promote multimodal usage, access and safety.

**Goal 4: Downtown's streetscape and public spaces should be pedestrian-friendly and not visually dominated by the automobile.**

Objectives:

4A: Promote pedestrian oriented, human-scaled development in the Central Business District.

4B: Develop urban spaces that will provide active and passive recreational opportunities for pedestrians and attract residents and visitors to downtown.

4C: Provide pedestrian-oriented streetscape improvements, including street trees, street furniture, planters and other landscape enhancements, that will create a safe and visually appealing destination for pedestrians.

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**Goal 5: Promote high quality development of retail, office and residential uses that support and are supported by public streetscape, transportation, recreation and open space investments.**

5A: Provide development incentives and technical assistance programs that encourage business and property owners to develop projects that are consistent with the Tigard Downtown Improvement Plan vision and the Tigard Comprehensive Plan.

5B: Support the transition of existing nonconforming businesses from downtown to more suitable locations within the City of Tigard.



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### III. MAP AND LEGAL DESCRIPTION OF URBAN RENEWAL AREA

Figure 1. shows the urban renewal area boundaries. Exhibit A is a legal description of the Area.

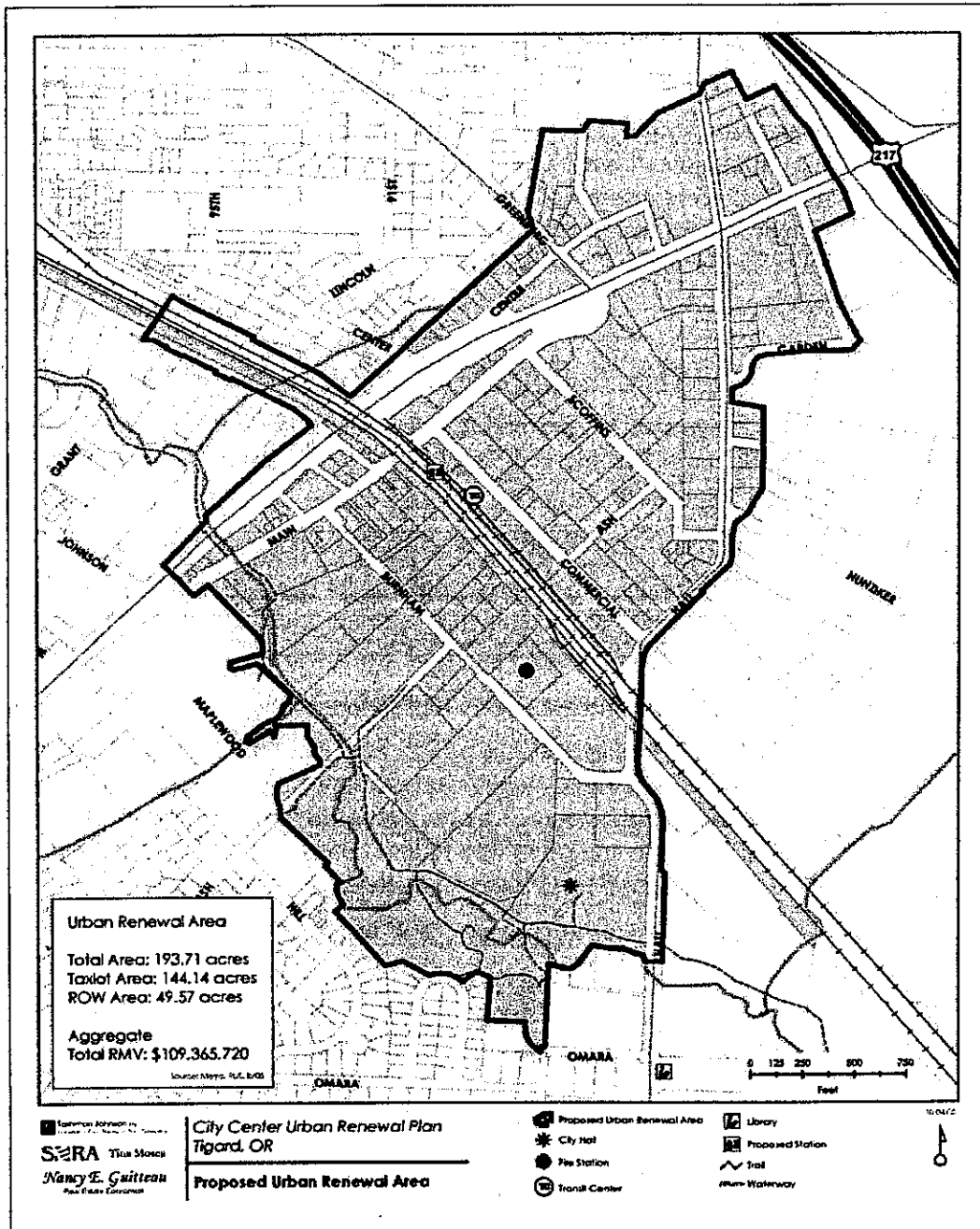


Figure 1: Tigard City Center Urban Renewal Area

#### **IV. URBAN RENEWAL PROJECTS**

Urban renewal projects authorized by the Plan are described below and shown in Figures 2 to 7. To preserve and enhance the Area's natural resources, projects will be designed and implemented with consideration for ecologically sensitive areas and to minimize the impacts of development on the environment.

##### **A. Street Improvements**

Street Improvements projects are designed to improve multimodal circulation and connectivity within downtown Tigard. The projects will also facilitate access between downtown and adjacent residential, commercial and employment areas. To create a pedestrian environment that encourages active uses such as shopping, entertainment and commercial business activity, utilities may be under-grounded concurrent with street improvements.

1. Ash Avenue Extension, Scoffins to Burnham, Including RR Crossing  
This project will extend Ash Avenue, a minor collector, from Burnham Street to Commercial Street. A new railroad crossing will be developed as part of the project.
2. Scoffins Street/Hall Boulevard/Hunziker Re-Alignment  
This project will improve multimodal circulation and safety. Currently, Scoffins Street and Hunziker are poorly aligned, which increases congestion and slows traffic at this three-way intersection.
3. Hall Blvd/Highway 99W Intersection Improvements  
Key components of this project may include the widening of the Hall Boulevard/Highway 99W intersection and the acquisition of additional public right-of-way. The project is intended to improve multimodal circulation and safety and reduce congestion at this major intersection, which serves as an important gateway to downtown.
4. Greenburg Road/Highway 99W Intersection Improvements  
The City has recently commissioned a study that will determine what improvements will be needed to reduce congestion and increase multimodal circulation at the intersection of Greenburg Road and Highway 99W. Tax increment revenues may be used to finance recommended intersection improvements.
5. Burnham Street Improvements  
This project provides for the reconstruction and widening of Burnham Street.
6. Center Street Improvements  
This project provided for upgrades and improvements to Center Street.

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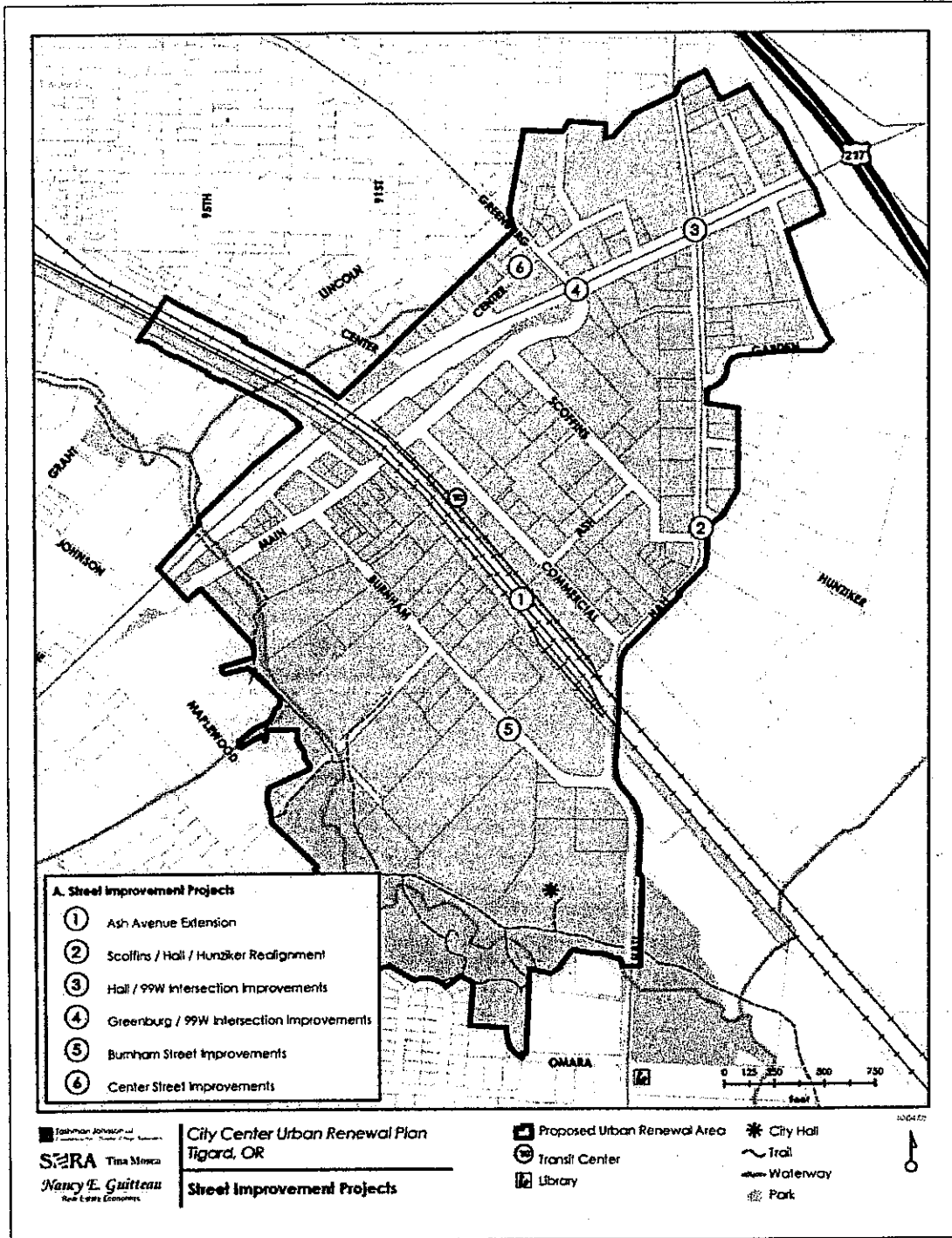


Figure 2: Urban Renewal Street Improvement Projects

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### **B. Streetscape Improvements**

The Tigard Downtown Improvement Plan identifies landscaping features, street trees and street furniture as improvements that will enhance the physical appearance of downtown and attract a broader range of users, including shoppers, tourists and commercial employers. The Urban Renewal Plan provides for streetscape improvements on the following streets in the downtown area:

1. Main Street
2. Burnham Street
3. Commercial Street
4. Ash Avenue
5. Scoffins Road
6. Center Street

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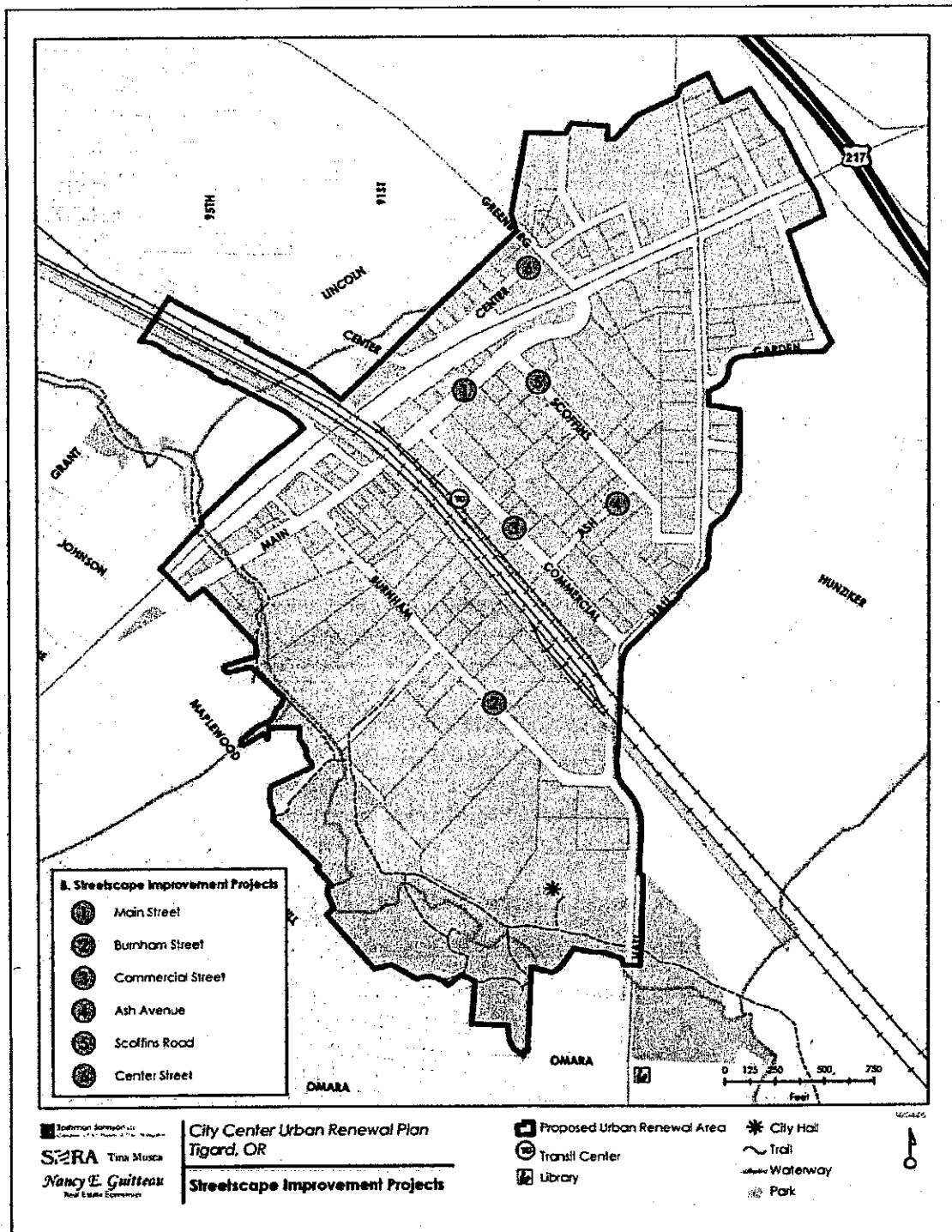


Figure 3: Urban Renewal Streetscape Improvement Projects

**C. Bike/Pedestrian Facilities**

Bike/Pedestrian Facilities are designed to facilitate safe and convenient multimodal access throughout the Urban Renewal Area.

1. Commuter Rail Access

This project will provide pedestrian access to the proposed downtown Tigard commuter rail station from Burnham Street.

2. Hall Blvd.

This project will increase pedestrian access and safety by eliminating gaps in the sidewalk on the east side of Hall Boulevard and repairing sidewalks and curbs on both sides of Hall as needed.

3. Scoffins Street

This project calls for the installation of bike lanes and sidewalks on Scoffins Street, which currently lacks pedestrian and bicycle facilities.

4. Tigard Street

This project will provide a new bike lane on the south side of Tigard Street and upgrade the existing bike lane on the north side to standard.

5. Highway 99W

Currently, gaps in the sidewalks along Highway 99W threaten pedestrian safety. This project provides for the installation contiguous sidewalks on both sides of Highway 99W and a grade-separated bicycle/pedestrian crossing at Greenburg Road.

6. Center Street

This project will provide sidewalks and bike lanes on Center Street.

7. Enhanced Pedestrian Bridge over Fanno Creek Connecting to Ash Avenue

This project will facilitate access between residential neighborhoods west of Fanno Creek and downtown. The project will be designed to minimize impacts to sensitive areas and preserve wetlands buffers.

8. Conversion of Existing North Rail Corridor into a Multi-use Pedestrian Trail

This project will convert the existing north rail corridor into a multi-use pedestrian trail that will increase pedestrian access and provide new recreational opportunities for residents, workers and visitors to downtown. Key components of the project may include bio-swales, native vegetation, pervious pavement and low impact stormwater conveyance/treatment features that will distinguish downtown Tigard from other communities by promoting sustainable development.

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### 9. Tigard Street/Grant Bicycle/Pedestrian Crossing

The Plan will support the design and construction of a new at-grade bicycle/pedestrian crossing that will extend from the intersection of Tigard Street and Grant Street (south of the railroad) to the north side of the railroad tracks. The crossing will facilitate circulation and access to downtown by non-motorized vehicles. Automobiles and other motorized vehicles will be prohibited.

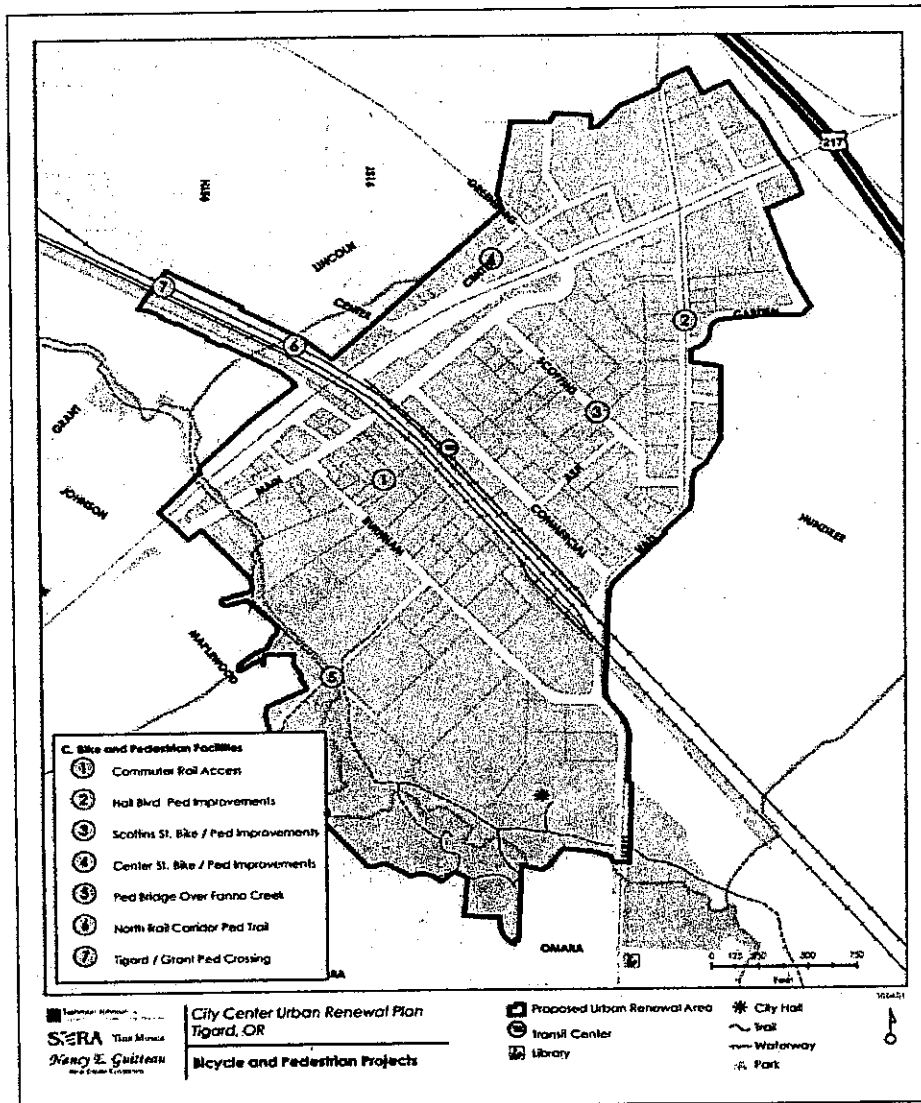


Figure 4: Urban Renewal Bicycle/Pedestrian Projects

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### D. Parks

#### 1. Fanno Creek Park Improvements

The Plan will facilitate upgrades and improvements to Fanno Creek Park as well as the preservation and restoration of environmentally sensitive areas.

#### 2. Skateboard Park

This project will support the construction of a new skateboard park. The proposed location of the skateboard park is the City Hall parking lot.

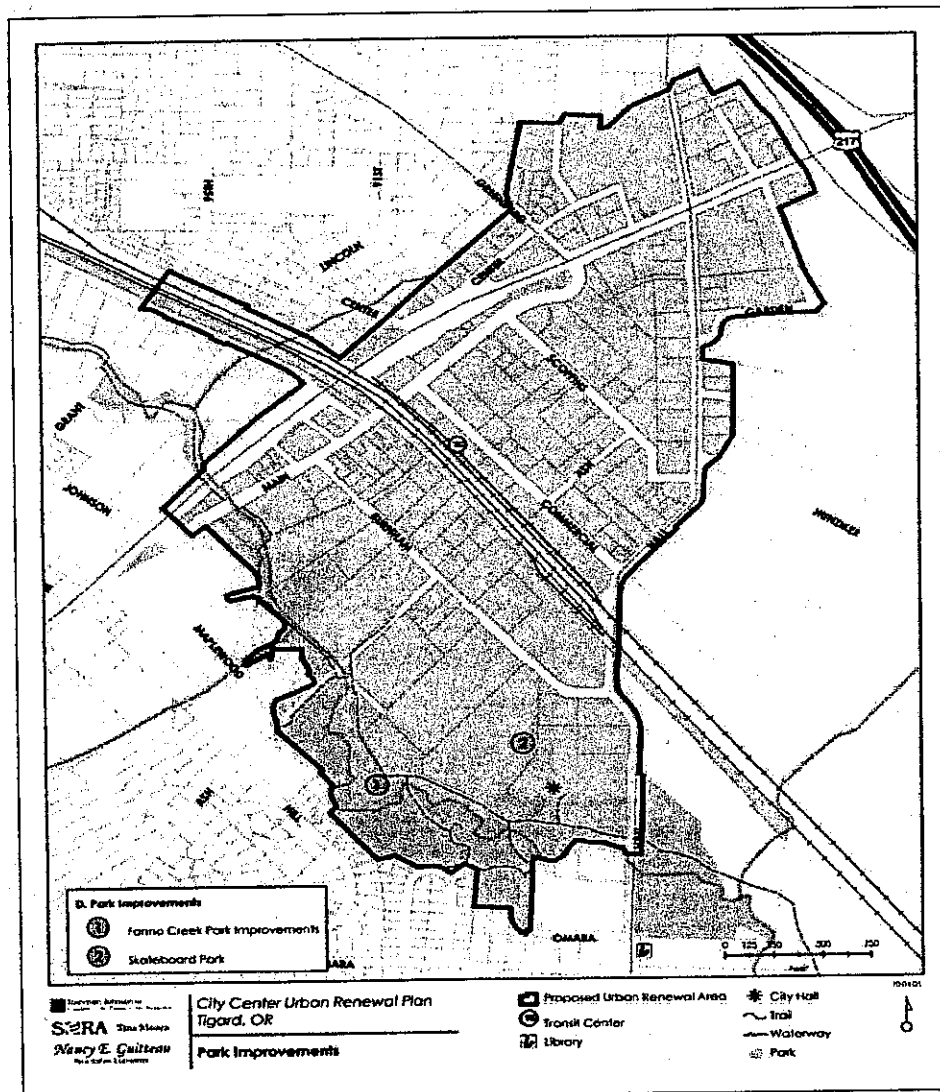


Figure 5: Urban Renewal Parks Projects



**E. Public Spaces**

1. Green Corridor/Urban Creek

This Plan will support the development a green corridor/urban creek that will extend from the intersection of Highway 99W and Hall Boulevard through downtown and to Fanno Creek. Key components of the project may include bio-swales, native vegetation, pervious pavement and other low impact stormwater conveyance/treatment features.

2. Plazas

Tax increment revenues may be used to facilitate the design and construction of public plazas that will serve as public gathering spaces, encouraging a broader range of active and passive recreational uses in downtown and attracting more residents and visitors to the area.

3. Urban Green Spaces

Similar to the plazas projects, this project will increase the overall livability and attraction of the downtown area by providing high quality, urban green spaces suitable for a range of recreational uses. Urban green spaces will be designed to promote the preservation and restoration of environmentally sensitive areas.

4. Public Market

This project will facilitate the design and development a public market in the proposed public use area near Fanno Creek.

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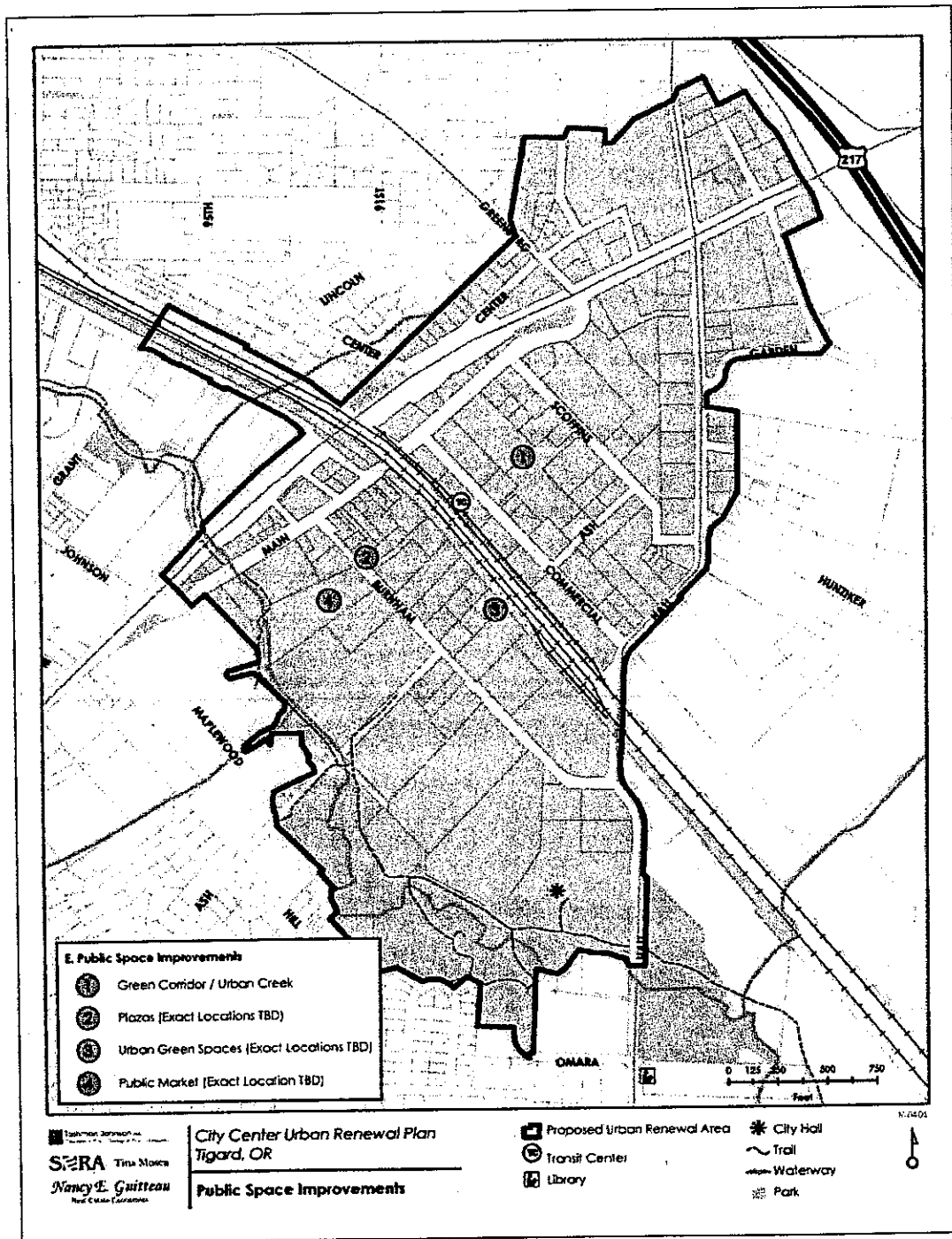


Figure 6: Urban Renewal Public Spaces Projects

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### **F. Public Facilities**

The Plan includes the following public facilities. Prior to the expenditure of tax increment revenues for any of these projects, the Agency will be required to adopt a Minor Amendment to the Plan (as provided in Section XI) stating the proportion of the benefits of these facilities that will accrue to the Area and finding that the amount of the expenditure is proportional to the amount of benefit to the Area. Design and development will be a part of all proposed public facilities projects identified in the Plan.

1. Performing Arts Center

This project consists of the design and construction of a performing arts center in downtown Tigard. The project, which is recommended in the Tigard Downtown Improvement Plan, will provide new entertainment and recreation opportunities that will attract residents and out-of-town visitors to downtown.

2. Public Parking Facilities

As new shopping, recreational and entertainment uses, including the proposed performing arts center and public market, are established in the downtown area, new public parking facilities will be needed to accommodate the anticipated increase in parking demand.

3. Public Market Area

This project includes the development of a public market area in the proposed public use area near Fanno Creek.

4. Post Office Relocation

This project will facilitate the possible relocation of the existing downtown post office.

5. Public Restrooms

This project will provide public restrooms in public gathering spaces.

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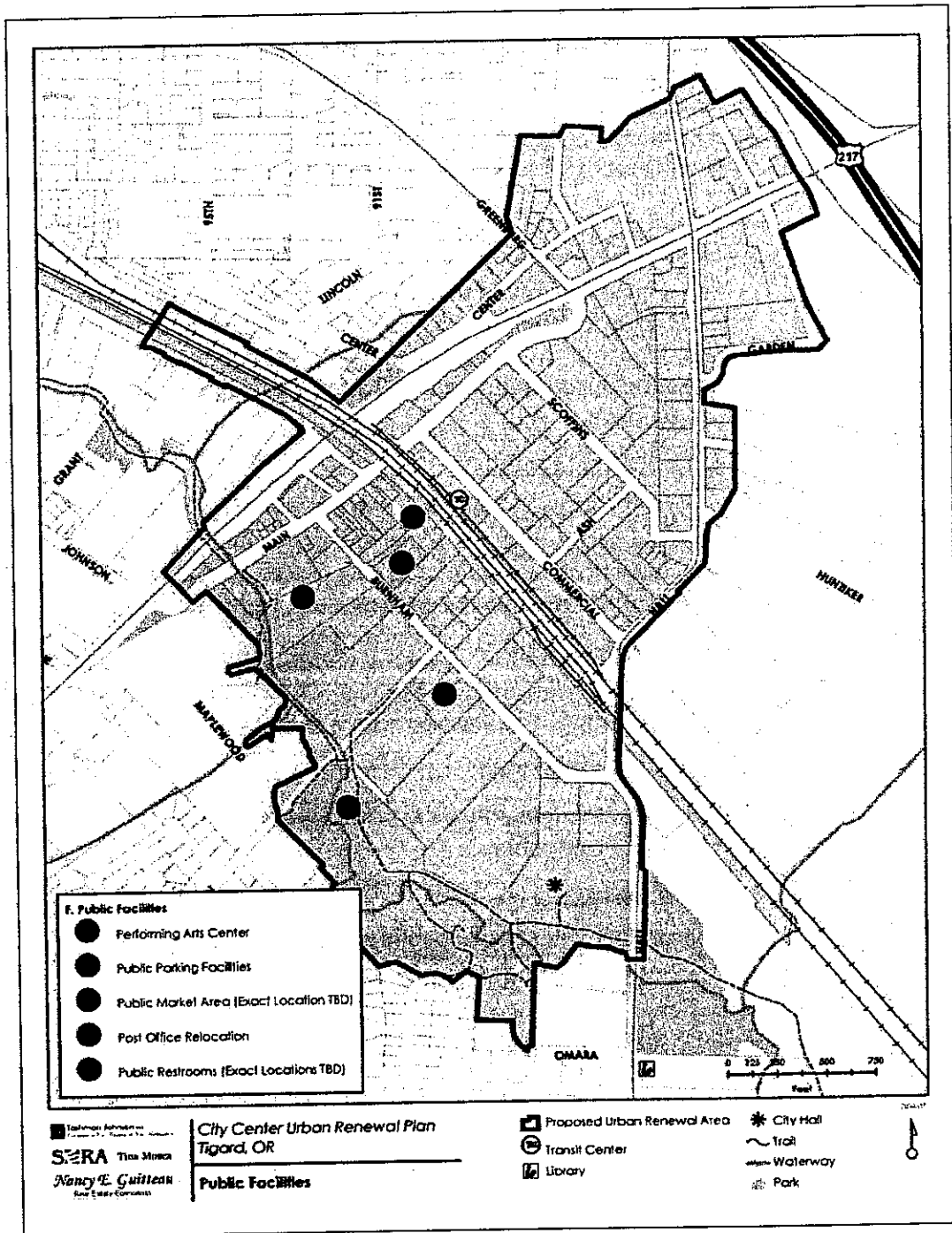


Figure 7: Urban Renewal Public Facilities Projects

**G. Planning and Development Assistance**

Detailed rules and regulations for the administration of financial and technical assistance programs will be established by the Agency after adoption of the Plan in order to ensure that urban renewal funds are used properly and for the agreed upon purposes. The adoption and amendment of such programs, rules and regulations would not be considered changes to the Plan.

1. Rehabilitation/Redevelopment Grant/Loan Program

The Urban Renewal Plan authorizes loans and/or grants for property rehabilitation and redevelopment. Property to be improved may be residential or commercial. Loans may be at or below market rates, and assistance can include direct loans or guarantees of loans made by third parties.

2. New Development Grant/Loan Program

In addition to providing rehabilitation and redevelopment assistance, the Urban Renewal Plan authorizes loans and/or grants for new development. Property to be improved may be residential or commercial. Loans may be at or below market rates, and assistance can include direct loans or guarantees of loans made by third parties.

3. Technical Assistance Program

The Urban Renewal Plan provides for technical assistance in the form of site studies, market studies, feasibility analyses, engineering and design and other activities directly related to development of property in the urban renewal area. Examples of such technical assistance may include structural analysis of downtown building to promote rehabilitation of underutilized buildings and relocation strategies for existing downtown businesses seeking to move to an alternative site within the urban renewal area.

4. Commercial Façade Improvement Loans

To create a distinct identity for downtown Tigard that is visually appealing and unified, the Urban Renewal Plan authorizes façade improvement loans for commercial development. Improvements will be used to enhance the architectural integrity and character of historic commercial buildings and storefronts in need of a "face lift."

**V. RELATIONSHIP TO LOCAL OBJECTIVES**

The Plan addresses local planning and development objectives contained in the City's Comprehensive Plan, Development Code, Transportation System Plan, Park System Master Plan and the Tigard Downtown Improvement Plan. Adopted in 1982 and last revised in January 2005, the Comprehensive Plan identifies goals and policy objectives that will promote growth that is both sustainable and supportive of the community's desire to maintain high livability

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standards. The City's Development Code is updated on an ongoing basis and the TSP was adopted in January 2002. The Park System Master Plan was adopted in July 1999. Under the guidance of local residents, business owners and other community stakeholders, the City has undertaken the development of a long range development plan for downtown Tigard. The Tigard Downtown Improvement Plan will provide a long range planning strategy for development in downtown Tigard.

### **A. City of Tigard Community Development Code**

The City of Tigard Community Development Code establishes zoning districts, which govern allowed uses and contain development standards. The Area encompasses property within the City's commercial and industrial zoning districts.

According to the City's Development Code, the purpose of commercial zoning districts is to provide a comprehensive range of commercial services – including retail and office uses – that are conveniently accessible to motorists, bicyclists and pedestrians and designed to minimize potential adverse impacts on surrounding residential neighborhoods. Further, in compliance with the City of Tigard Comprehensive Plan, the commercial zoning districts are intended to provide a wide range of employment opportunities and economic benefits for local residents. The purpose of Tigard's industrial zoning districts is to provide a broad range of industrial services and jobs within the City of Tigard that are conveniently accessible to local residents.

A detailed description of commercial and industrial zoning districts within the Area and corresponding development standards are described in Section VII below.

The Plan implements the public investments necessary to generate development that is consistent with Central Business District, General Commercial, Professional Commercial and Mixed Use Employment Districts as well as the R-4.5 Low-Density Residential District, R-12 Medium-Density Residential District and R-25 Medium High-Density District. Further, the Plan will help ensure that the Area develops efficiently, with high quality, attractive development that creates an identity and sense of place unique to downtown Tigard.

### **B. Tigard Comprehensive Plan Goals and Policies**

The Tigard Comprehensive Plan identifies goals and policies that address the City of Tigard's long range planning and development objectives. Of particular relevance to the Plan are goals and policy directives contained in the Natural Features and Open Space, Economy, Housing, Transportation and Special Areas of Concern sections.

#### **Natural Features and Open Space**

The Comprehensive Plan identifies policies intended to preserve and enhance the City's natural areas, including wildlife habitat areas, wetlands sites and other environmentally sensitive areas. Further, natural features and open space policies call for the development of an adequate system of open space, recreation lands and facilities to maintain and

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improve community livability and the preservation and enhancement of historically and culturally significant resources.

Natural Areas policies supported by the Plan include:

### Policy 3.4.2

The City Shall:

- a. Protect fish and wildlife habitat along stream corridors by managing the riparian habitat and controlling erosion, and by requiring that areas of standing trees and natural vegetation along natural drainage courses and waterways be maintained to the maximum extent possible.

### Policy 3.5.1

The City shall encourage private enterprise and intergovernmental agreements which will provide for open space, recreation lands, facilities, and preserve natural, scenic and historic areas in a manner consistent with the availability of resources.

### Policy 3.5.3

The City has designated the 100-Year Floodplain of Fanno Creek, its tributaries, and the Tualatin River as Greenway, which will be the backbone of the open space system. Where Landfill and/or development are allowed within or adjacent to the 100-Year Floodplain, the City shall require the consideration of dedication of sufficient open land area for greenway adjoining and within the floodplain.

### Policy 3.5.4

The City shall provide an interconnected pedestrian/ bike path throughout the City.

### Policy 3.7.1

The City shall identify and promote the preservation and protection of historically and culturally significant structure, site, objects and districts within Tigard.

The Plan identifies Parks, Public Spaces and Bicycle/Pedestrian Facilities projects, including but not limited to the Fanno Park Improvements, Urban Creek/Green Corridor and Urban Green Spaces projects, which will further the Comprehensive Plan's Natural Areas policy objectives. In addition to preserving and upgrading existing parks and natural areas such as Fanno Creek Park, the Plan will facilitate the creation of "green" amenities and pedestrian/bicycle facilities that will provide new active and passive

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recreational opportunities for residents, downtown workers and visitors and improve connectivity between downtown and adjacent neighborhoods.

### **Economy**

The Comprehensive Plan identifies policies intended to diversify and improve Tigard's economic and employment base, including specific policies that address economic needs in the Central Business District.

Economic policies supported by the Plan include:

#### Policy 5.1

The City shall promote activities aimed at the diversification of the economic opportunities available to Tigard residents with particular emphasis placed on the growth of the local job market.

#### Policy 5.3

The City shall improve and enhance the portions of the central business district as the focal point for commercial, high density residential, business, civic and professional activity creating a diversified and economically viable core area.

One of the Plan's stated goals is to "Promote high quality development of retail, office and residential uses that support and are supported by public streetscape, transportation, recreation and open space investments." The Plan identifies intersection improvements, such as the Hall Blvd/99 W Intersection Improvements project, road widening and realignment projects and other street projects that will improve circulation and access in and around downtown. In addition, the Plan authorizes streetscape projects and pedestrian/bicycle improvements that will make downtown safer and more accessible to pedestrians and bicyclists by filling in gaps in the existing sidewalk system, providing new or upgraded bike lanes, and establishing new multiuse trails and pedestrian crossings. Finally, the Plan includes parks, public spaces and public facilities projects that will make downtown a more appealing place to do business and facilitate the transition of existing industrial and auto-oriented uses to locations outside of the Central Business District.

### **Housing**

The Comprehensive Plan identifies the provision of high quality housing of varying densities, types and affordability levels as a critical long range planning goal.

Tax increment revenues generated under the Plan may be used to fund development and technical assistance programs that will facilitate residential development that meets the diverse housing needs of Tigard's citizens, as prescribed below:



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### Policy 6.1.1

The City shall provide an opportunity for a diversity of housing densities and residential types at various prices and rent levels.

In addition to financing the programs described in Section IV, the Plan includes public improvements projects that will make the Area a more attractive and viable location for new, high quality medium- and high-density residential development in downtown Tigard.

### **Transportation**

The Comprehensive Plan identifies policies that are designed to provide safe and efficient multimodal circulation and access within downtown Tigard and between downtown and adjacent neighborhoods.

Transportation policies supported by the Plan include:

#### Policy 8.1.1

Plan, design and construct transportation facilities in a manner which enhances the livability of Tigard by:

- a. Proper location and design of transportation facilities; and
- b. Encouraging pedestrian accessibility by providing safe, secure and desirable pedestrian routes.

#### Policy 8.1.2

Provide a balanced transportation system, incorporating all modes of transportation (including motor vehicle, bicycle, pedestrian, transit and other modes) by:

- a. The development of and implementation of public street standards that recognize the multi-purpose nature of the street right-of-way for utility, pedestrian, bicycle, transit, truck and auto use;
- b. Coordination with Tri-met, and/or any other transit providers serving Tigard, to improve transit service to Tigard. Fixed route transit will primarily use arterial and collector streets in Tigard. Development adjacent to transit routes will provide direct pedestrian accessibility;
- c. Construction of bicycle lanes on all arterials and collectors within Tigard consistent with the Bicycle Master Plan. All schools, parks, public facilities and retail areas shall strive to have direct access to a bikeway;
- d. Construction of sidewalks on all streets within Tigard. All schools, parks, public facilities and retail areas shall strive to have direct access to a sidewalk.
- e. Development of bicycle and pedestrian plans which link to recreational trails;

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- f. Design local streets to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel and provide connectivity to activity centers and destinations with a priority for bicycle and pedestrian connections; and
- h. Tigard will support the development of a commuter rail system as part of the regional transit network.

### Policy 8.1.3

Strive to achieve a safe transportation system by the development of street standards, access management policies and speed controls when constructing streets, and by making street maintenance a priority and through a comprehensive program of engineering, education and enforcement.

- b. Design safe and secure pedestrian and bikeways between parks and other activity centers in Tigard.

### Policy 8.1.5

Develop transportation facilities which are accessible to all members of the community and minimize out of direction travel by:

- a. The design and construction of transportation facilities to meet the requirements of the Americans with Disabilities Act; and
- b. The development of neighborhood and local connections to provide adequate circulation in and out of the neighborhoods.

### Policy 8.2.1

The City shall plan for a safe and efficient street and roadway system that meets current needs and anticipated future growth and development.

### Policy 8.3.1

The City shall coordinate with Tri-met to provide for a public transit system within the planning area which:

- a. Meets the needs of both the current and projected, for the Tigard community;
- b. Addresses the special needs of a transit dependent population;
- c. Reduces pollution and traffic; and
- d. Reduces energy consumption.

### Policy 8.3.2

The city shall encourage the expansion and use of public transit by:

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- a. Locating land intensive uses in close proximity to transitways; and
- c. Supporting efforts by Tri-met and other groups to provide for the needs of the transportation disadvantaged.

### Policy 8.5.1

The City shall locate bicycle/pedestrian corridors in a manner which provides for pedestrian and bicycle users, safe and convenient movement in all parts of the City, by developing the pathway system shown on the adopted Pedestrian/Bikeway Plan.

In conjunction with proposed street improvements, the Plan provides for new bike lanes and sidewalks as well as upgrades to inadequate bicycle and pedestrian facilities. These projects will increase multimodal access and circulation throughout the Area. Further, to improve neighborhood livability and create a visually appealing streetscape environment that draws residents and visitors to downtown and promotes more active commercial, recreation and entertainment uses, landscape improvements, street trees, street furniture and other streetscape improvements are identified as key components of the Plan.

### **Special Areas of Concern**

The Comprehensive Plan identifies downtown Tigard and the Central Business District as a Special Area of Concern. Existing uses include a mix of older, substandard commercial and residential development, and industrial buildings that do not conform to the Comprehensive Plan's long term vision for downtown Tigard. To make downtown a more attractive destination for shopping, dining and a variety of entertainment and recreational activities, the Plan includes transportation, streetscape, public facilities and public spaces projects designed to create a visually distinct, unified character. The Plan also supports development and technical assistance programs designed to help local business and property owners rehabilitate and upgrade substandard buildings and create new quality development in downtown.

The Plan supports the following Special Area of Concern policies:

#### Policy 11.1.1

The redevelopment of downtown Tigard shall be accomplished in order to make it complementary to newer shopping areas. Convenience, appearance and the needs of the shopping public should be primary considerations.

#### Policy 11.6.3

Require that all development permitted in Action Areas be designed to facilitate pedestrian movement within the center and to transit.

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Proposed pedestrian and bicycle improvements, such as the Commuter Rail Access and Tigard Street/Grant Pedestrian/Bicycle Crossing projects, will provide safe and convenient pedestrian access to local shops and transit. In addition, streetscape improvements along Main Street, Burnham Street, Commercial Street and other Area roadways will make downtown a more accommodating, pedestrian-oriented commercial district than it is today. Lastly, public facilities projects such as the Performing Arts Center and Public Market will generate support for new and existing businesses that provide entertainment and recreational options for downtown visitors.

### C. Transportation System Plan Goals and Policies

Adopted in 2002, the TSP identifies goals and policy objectives intended to create a transportation system that enhances community livability and facilitates safe and convenient multimodal access to Tigard residents and visitors. The Plan's goals, objectives and transportation infrastructure projects directly address or correlate to planning needs identified in the TSP's goals and policies.

Of particular relevance to the Plan are the following transportation system goals and policies, identified in Chapter 2 of the TSP:

#### **Goal 1: Livability**

Plan, design and construct transportation facilities in a manner which enhances the livability of Tigard.

*Policy 2 - Encourage pedestrian accessibility by providing safe, secure and desirable pedestrian routes.*

#### **Goal 2: Balanced Transportation System**

Provide a balanced transportation system, incorporation all modes of transportation (including motor vehicle, bicycle, pedestrian, transit and other modes)

*Policy 1 - Develop and implement public street standards that recognize the multi-purpose nature of the street right-of-way for utility, pedestrian, bicycle, transit, truck and auto use.*

*Policy 3 - Bicycle lanes must be constructed on all arterials and collectors within Tigard consistent with the Bicycle Master Plan (with construction or reconstruction projects). All schools, parks, public facilities and retail areas shall have direct access to a bikeway.*

*Policy 4 - Sidewalks must be constructed on all streets within Tigard (with construction or reconstruction projects). All schools, parks, public facilities and retail areas shall have direct access to a sidewalk.*

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*Policy 6 - Local streets shall be designed to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Provide connectivity to activity centers and destinations with a priority for bicycle and pedestrian connections.*

*Policy 8 - Tigard will support the development of a commuter rail system as part of the regional transit network.*

### **Goal 3: Safety**

Strive to achieve a safe transportation system by developing street standards, access management policies and speed controls when constructing streets, by making street maintenance a priority and through a comprehensive program of engineering, education and enforcement.

*Policy 3 - Safe and secure pedestrian and bikeways shall be designed between parks and other activity centers in Tigard.*

### **Goal 5: Accessibility**

Develop transportation facilities which are accessible to all members of the community and minimize out of direction travel.

*Policy 1 - Design and construct transportation facilities to meet the requirements of the Americans with Disabilities Act.*

*Policy 2 - Develop neighborhood and local connections to provide adequate circulation in and out of the neighborhoods.*

### **Goal 6: Goods Movement**

Provide for efficient movement of goods and services.

*Policy 1 - Design arterial routes, highway access and adjacent land uses in ways that facilitate the efficient movement of goods and services.*

The Plan includes streetscape improvements and bicycle/pedestrian system improvements designed to encourage alternative modes of transportation to the automobile. By filling gaps in the existing sidewalk system, installing new bike lanes and upgrading existing bikeways to standard, the Plan will help create a complete system of bicycle and pedestrian facilities that enables pedestrians and bicyclists to commute safely and efficiently to and within downtown.

The Plan includes street improvements that will address motor vehicle needs in and around downtown Tigard. Projects such as the Scoffins Street/Hall Boulevard/Hunziker

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Realignment and Highway 99W intersection improvements will reduce congestion and improve circulation while creating a safer environment for drivers, pedestrians and bicyclists.

### **D. City of Tigard Park System Master Plan**

The City of Tigard Park System Master Plan is guided by the following vision:

“Through building connections, the City of Tigard will provide a park system that:

- Contributes to overall community livability and pride;
- Balances the impacts of growth and increasing density with parks and greenspaces;
- Reduces auto-dependency and enhances recreation opportunities by connecting recreation resources, community destinations, and neighborhoods with trails and greenways;
- Fosters stewardship of natural resources such as floodplains and waterways;
- Provides equitable distribution of parks and recreation opportunities throughout the City;
- Provides safe and well-maintained parks and recreation facilities; and
- Provides for effective and economically sound management of public resources.”

Chapter Six *Recommendations* provides detailed recommendations for park facilities, maintenance, management, and recreation programs. Of particular relevance to the Plan are the following Parks recommendations:

- “Renovate and expand existing parks to improve park condition, increase recreational opportunities, meet current safety requirements, and provide access for people with disabilities;”
- “Provide an interconnected pedestrian and bicycle system that links Tigard’s parks, greenspaces, neighborhoods, work places, schools, and commercial centers;” and
- “Mitigate the effects of development by providing pocket parks/urban plazas in commercial areas.”

The Plan includes multiple projects that support the City’s park system vision and recommendations. In particular, the Fanno Creek Park Improvements and Enhanced Pedestrian Bridge, Urban Creek/Green Corridor and Urban Green Spaces projects will upgrade and increase multimodal access to existing parks and open space areas and create new green space and recreational areas that will draw residents, shoppers and visitors to downtown Tigard.

**E. Tigard Downtown Improvement Plan**

The Tigard Downtown Improvement plan is guided by four primary objectives:

“First and foremost, the TDIP seeks to carry out the City Council’s goal to revitalize Downtown Tigard. Second, the TDIP is a downtown “improvement” plan, one that builds upon the good “bones” of the current Downtown area, and that builds upon the sound foundation of community-based planning to serve as the “master conceptual plan” for the area. Third, an overarching objective of the Plan is to ensure that Downtown Tigard will serve the community’s stated future needs for an active, mixed use “urban village”. Finally, the TDIP must meet the objectives of the Metro Functional Plan for a Town Center, as that plan designates Tigard’s downtown area as a Town Center.”

The Tigard Downtown Improvement Plan provides a vision, design guidelines and a series of catalyst projects that will foster development that is compatible with the “urban village” concept. The Plan supports projects and programs that will facilitate the implementation of the prescribed catalyst projects, many of which are included in the Urban Renewal Projects and Programs section.

**VI. PROPOSED LAND USES**

Land uses within the Area are governed by the City of Tigard Development Code. The Development Code establishes zoning districts that implement the Tigard Comprehensive Plan. The districts govern the allowed uses and contain development standards.

Currently, land in the Area is within the Central Business District (CBD), General Commercial (C-G), Professional Commercial (C-P), Mixed Use Employment (MUE), R-4.5 Low-Density Residential (R-4.5), R-12 Medium-Density Residential (R-12) and R-25 Medium High-Density Residential (R-25) zoning districts. The purpose of the districts is described in the Development Code as follows:

**A. Central Business District**

“The CBD zoning district is designed to provide a concentrated central business district, centered on the City’s historic downtown, including a mix of civic, retail and office uses. Single-family attached housing, at a maximum density of 12 units/net acre, equivalent of the R-12 zoning district, and multi-family housing at a minimum density of 32 units/acre, equivalent to the R-40 zoning district, are permitted outright. A wide range of uses, including but not limited to adult entertainment, utilities, facilities with drive-up windows, medical centers, major event entertainment and gasoline stations, are permitted conditionally.”

Most development in the CBD is not subject to minimum setbacks. However, 20 foot front, side and rear yard setbacks are required where a commercial use abuts a residential zoning district. A maximum site coverage of 85% and a minimum landscape requirement of 15% are required. With exception of buildings within 100 feet of any residential

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zoning districts, where a 40 foot height restriction applies, a maximum height of 80 feet is prescribed for development in the CBD zone.

### **B. General Commercial**

"The C-G zoning district is designed to accommodate a full range of retail, office and civic uses with a City-wide and even regional trade area. Except where non-conforming, residential uses are limited to single-family residences which are located on the same site as a permitted use. A wide range of uses, including but not limited to adult entertainment, automotive equipment repair and storage, mini-warehouses, utilities, heliports, medical centers, major event entertainment, and gasoline stations, are permitted conditionally."

Generally, development in the C-G zone is not subject to minimum setbacks. However, 20 foot side and rear yard setbacks are required where the zone abuts a residential zoning district. A maximum site coverage of 85%, minimum landscape requirement of 15% and maximum height limit of 45 feet are also prescribed.

### **C. Professional Commercial**

"The C-P zoning district is designed to accommodate civic and business/professional services and compatible support services, e.g., convenience retail and personal services, restaurants, in close proximity to residential areas and major transportation facilities. Within the Tigard Triangle and Bull Mountain Road District, residential uses at a minimum density of 32 units/net acre, i.e., equivalent to the R-40 zoning district, are permitted in conjunction with a commercial development. Heliports, medical centers, religious institutions and utilities are permitted conditionally. Developments in the C-P zoning district are intended to serve as a buffer between residential areas and more-intensive commercial and industrial areas."

With the exception of property abutting a residential zoning district, where 20 foot side and rear yard setbacks are required, minimum setbacks are not required in the C-P Zone. A maximum site coverage of 85%, minimum landscape requirement of 15% and maximum height limit of 45 feet are required of all development in the C-P zone.

### **D. Mixed Use Employment**

"The MUE zoning district is designed to apply to a majority of the land within the Tigard Triangle, a regional mixed-use employment district bounded by Pacific Highway (Hwy. 99), Highway 217 and I-5. This zoning district permits a wide range of uses including major retail goods and services, business/professional offices, civic uses and housing; the latter includes multi-family housing at a maximum density of 25 units/acre, equivalent to the R-25 zoning district. A wide range of uses, including but not limited to community recreation facilities, religious institutions, medical centers, schools, utilities and transit-related park-and-ride lots, are permitted conditionally. Although it is recognized that the automobile will accommodate the vast majority of trips to and within the Triangle, it is



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still important to 1) support alternative modes of transportation to the greatest extent possible; and 2) encourage a mix of uses to facilitate intra-district pedestrian and transit trips even for those who drive. The zone may be applied elsewhere in the City through the legislative process.”

While development in the MUE zone is generally not subject to minimum setbacks, 20 feet side and rear yard setbacks may be required where the zone abuts residential districts and a maximum front yard setback of 20 feet is required for all development. A minimum building height of 2 stories, maximum building height of 200 feet and maximum site coverage of 85% are also prescribed.

### **E. R-4.5 Low-Density Residential District**

“The R-4.5 zoning district is designed to accommodate detached single-family homes with or without accessory residential units at a minimum lot size of 7,500 square feet. Duplexes and attached single-family units are permitted conditionally. Some civic and institutional uses are also permitted conditionally.”

The minimum lot size in the R-4.5 zone ranges from 7,500 square feet for detached housing units to 10,000 for duplexes. The average minimum lot width is 50 feet for detached unit lots and 90 feet for duplex lots. All residential development is subject to a maximum height of 30 feet and minimum setbacks of 20 feet (front yard), 5 feet (side yard) and 15 feet (rear yard). A minimum distance of 20 feet between a property line and the front of a garage is also required. The R-4.5 zone does not impose a minimum landscape requirement or lot coverage standard.

### **F. R-12 Medium-Density Residential District**

“The R-12 zoning district is designed to accommodate a full range of housing types at a minimum lot size of 3,050 square feet. A wide range of civic and institutional uses are also permitted conditionally.”

Multiple-family dwelling units in the R-12 zone are subject to minimum front and rear yard setbacks of 20 feet and a minimum side yard setback of 10 feet. Single-family dwelling units are subject to minimum front and rear yard setbacks of 14 feet and a minimum side yard setback of 5 feet. For both multiple-family and single-family dwelling units, a 30 foot setback is required for a side or rear yard abutting a more restrictive zoning district. A maximum building height of 35 feet, maximum lot coverage of 80% and minimum landscape requirement of 20% are also specified.

### **G. R-24 Medium High-Density Residential District**

“The R-25 zoning district is designed to accommodate existing housing of all types and new attached single-family and multi-family housing units at a minimum lot size of 1,480 square feet. A limited amount of neighborhood commercial uses is permitted outright and a wide range of civic and institutional uses are permitted conditionally.”

A minimum lot size of 3,050 square feet per unit for detached single-family dwelling units and 6,100 square feet or 3,050 square feet per unit for duplexes is required in the R-25 zone. Multiple-family dwelling units are subject to minimum front and rear yard setbacks of 20 feet and a minimum side yard setback of 10 feet. Single-family dwelling units are subject to minimum front and rear yard setbacks of 14 feet and a minimum side yard setback of 5 feet. For both multiple-family and single-family dwelling units, a 30 foot setback is required for a side or rear yard abutting a more restrictive zoning district. A maximum building height of 45 feet, maximum lot coverage of 80% and minimum landscape requirement of 20% are also specified.

## **VII. PROPERTY ACQUISITION AND DISPOSITION**

The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses or other rights to use.

### **A. Property Acquisition – From Willing Sellers**

The Plan authorizes the acquisition of any interest in property within the Area, including fee simple interest, to support private redevelopment, only in those cases where the property owner wishes to convey such interests to the Agency. The Plan does not authorize use of the power of eminent domain to acquire property for private redevelopment.

Property acquisition for those public improvements projects authorized in Section IV will be required. The Agency is not granted eminent domain authority under the Plan. Therefore, it is anticipated that if eminent domain authority is required, the acquisition will be undertaken by the City of Tigard or other public entity with existing authority for eminent domain.

Property acquisition from willing sellers may be required to support development of retail, office, housing and mixed use projects within the Area.

### **B. Land Disposition**

The Agency may dispose of property acquired under the Plan by conveying any interest in property acquired pursuant to Subsection VII A. Property shall be conveyed at its fair reuse value, which a value determined by the urban renewal agency to be its fair reuse value, which represents the value, whether expressed in terms of rental or capital price, at which the urban renewal agency in its discretion determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved or rehabilitated for the purposes specified in such plan.

Property disposition may be required to support development of retail, office, housing and mixed use projects within the Area.

## **VIII. RELOCATION METHODS**

As described in Section VII, the Plan authorizes the acquisition of property by willing sellers only. For this reason, the Plan does not require provisions for relocation assistance. However, the Plan does not preclude the Agency from offering relocation assistance to willing sellers when appropriate.

## **IX. TAX INCREMENT FINANCING OF PLAN**

Tax increment financing consists of using annual tax increment revenues to make payments on loans, usually in the form of tax increment bonds. The proceeds of the bonds are used to finance the urban renewal projects authorized in the Plan. Bonds may be both long-term and short-term.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative increase in assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. (Under current law, the property taxes for general obligation ("GO") bonds and local option levies approved after October 6, 2001 are not part of the tax increment revenues.)

### **A. General Description of the Proposed Financing Methods**

The Plan will be financed using a combination of revenue sources. These include:

- Tax increment revenues;
- Advances, loans, grants and any other form of financial assistance from the Federal, State or local governments or other public body;
- Loans, grants, dedications or other contributions from private developers and property owners; and
- Any other source, public or private.

Revenues obtained by the Agency will be used to pay or repay costs, expenses, advancements and indebtedness incurred in planning or undertaking project activities or otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the implementation of this Plan.

### **B. Tax Increment Financing and Maximum Indebtedness**

The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Agency as provided in ORS Chapter 457. The ad valorem taxes, if any, levied by a taxing district in which all or a portion of the Area is located, shall be divided as provided in section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Commission based upon the distribution schedule established under ORS 311.390.

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The maximum amount of indebtedness that may be issued or incurred under the Plan, based upon good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion is Twenty Two Million Dollars and No Cents (\$22,000,000). This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness.

### **C. Prior Indebtedness**

Any indebtedness permitted by law and incurred by the Agency or the City of Tigard in connection with the preparation of this Plan or prior planning efforts related to this Plan may be repaid from tax increment revenues from the Area when and if such funds are available.

### **D. Impact of Tax Increment Financing on Public Schools**

This Plan has been adopted with consideration of information in the Report accompanying the Plan regarding the impact of tax increment financing on the K-12 Public School system. Under current law providing for substantial state funding of K-12 schools, the tax increment financing of this Plan has minimal impacts on the revenues received by the Tigard Tualatin School District.

## **X. DURATION OF PLAN**

No new indebtedness may be incurred after twenty years from the effective date of the Plan. As is common practice in urban renewal plans in Oregon, tax increment revenues may continue to be collected beyond this date, until it is found that deposits in the Commission's debt service fund are sufficient to fully pay principal and interest on indebtedness issued during the twenty years following the effective date of the Plan, either through direct payment of the indebtedness or by payment of principal and interest on bonds or notes issued to finance the indebtedness.

## **XI. FUTURE AMENDMENTS TO PLAN**

The Charter of the City of Tigard (Section 47) requires that the City Council refer to Tigard voters the ordinance approving an urban renewal plan at a regular or special City election held in May or November. It further requires that amendments to an urban renewal plan that "would or could involve the levying of a tax on properties outside the urban renewal area to pay the debts or obligations to be incurred in carrying out the plan" must be similarly approved by Tigard voters (Section 48). Though the tax increment financing of the Plan does not involve levying of a tax, amendments that increase the maximum amount of indebtedness may increase the amount of tax increment revenues. For this reason, such amendment is classified as a Substantial Amendment Requiring Voter Approval, as discussed in this section.

### **A. Substantial Amendments Requiring Voter Approval**

Substantial amendments requiring voter approval consist of increasing the maximum amount of indebtedness. Such amendment shall require approval by non-emergency ordinance and then referred to Tigard voters for approval.

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### **B. Substantial Amendments Not Requiring Voter Approval**

Substantial Amendments Not Requiring Voter Approval consist of adding land to the urban renewal area that totals more than 1% of the original plan area.

Substantial Amendments as described under Subsections XI A and B require the same notice, hearing and approval procedure required of the original urban renewal plan, including public involvement, consultation with taxing districts, presentation to the Planning Commission, special notice to Tigard households of a hearing by the City Council on the ordinance adopting the Substantial Amendment and adoption of the Amendment by non emergency ordinance.

### **C. Council Approved Amendments**

Council-Approved Amendments consist solely of the following amendments:

- Material changes to the goals and objectives of the Plan.
- Addition or expansion of a project that adds a cost in 2005 dollars of more than \$500,000 and is materially different from projects previously authorized in the Plan.
- Extending the duration of the Plan.

Council-Approved amendments require approval by the Agency by resolution and by City Council, which may approve the amendment by resolution.

### **D. Minor Amendments**

Minor Amendments are amendments that are neither Substantial Amendments nor Council-Approved amendments. They require approval by the Agency by resolution.

### **E. Amendments to the City of Tigard Comprehensive Plan and/or Development Code**

Amendments to the City of Tigard Comprehensive Plan and/or Development Code that affect the Urban Renewal Plan and/or the Urban Renewal Area do not require approval by the Agency or City Council.

**DRAFT**

**REPORT ACCOMPANYING THE DRAFT  
CITY CENTER URBAN RENEWAL PLAN**

**October 15, 2005**

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Cascade Economic Planning  
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# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

## I. INTRODUCTION

The City Center Urban Renewal Report (the "Report") contains background information and project details for the City Center Urban Renewal Plan (the "Plan"). The Report is not a legal part of the Plan but is intended to provide public information that will guide the City Council and Tigard voters as part of their approval of the Plan.

The Report provides the information required in ORS 457.085(3). The format of the Report is based on this statute.

II. EXISTING PHYSICAL AND ECONOMIC CONDITIONS AND IMPACT ON MUNICIPAL SERVICES

This section of the Report describes existing conditions within the City Center Urban Renewal Area (the "Area"), documenting the occurrence of "blighted areas" as defined by ORS 457.010(1).

A. **Physical Conditions**

1. Land Use and Zoning

The Area contains approximately 193.71 acres and comprises 2.6% of the City's 7439.1 acres of total land area. It contains 193 individual properties, most of which are in the City's Central Business District (CBD) zoning district..

The Area is served by two major transportation corridors, Highway 99W and Hall Boulevard, which provide access to downtown Tigard from surrounding commercial, industrial and residential neighborhoods. Two sets of railroad tracks, owned by Burlington Northern Sante Fe Railroad and operated by Portland and Western Railroad, Inc., extend through the heart of downtown Tigard and restrict access between the northern and southern portions of the CBD. Freight trains transporting industrial commodities such as forest products, manufactured industrial products, bulk feed and paper pass through the Area approximately eight times a day and create traffic congestion at rail crossings when switching occurs.

Fanno Creek Park, which demarcates the southern edge of the Area's boundaries, is downtown's most significant natural resource and recreational amenity. The Plan includes projects that will strengthen linkages between downtown and Fanno Creek Park and expand the Park's role as a community gathering space and recreational destination.

As described in further detail below, the age and physical condition of existing commercial development is mixed. Examples of newer or recently rehabilitated commercial development include the Crown Carpets building on the corner of Commercial Street and Main Street, the A-Boy Plumbing and Electric store on Main Street and the BMDA building, whose ground floor tenants include a Thai restaurant and a naturopathic pet clinic. However, the Area also features substandard development and underutilized commercial buildings. On Main Street, for example, a boarded up building adjacent to the bridge overlooking Fanno Creek lies vacant. Further, some of Main Street's historic buildings have been neglected, as evidenced by poorly maintained storefronts and facades.

An analysis of property classification data from Washington County's 2004-05 Assessment and Taxation database was used to determine the

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

land use designation of parcels in the Area. While the Area is predominantly commercial, as illustrated in Table 1, "Land Use (2004-05)," it features a mix of uses, including residential, multifamily, and exempt or partially exempt public uses.

**Table 1: Land Use (2004-05)**

Property Class	Number of Parcels	Acres*	% of Total
Improved Residential	23	5.52	3.8%
Vacant Commercial	10	1.30	0.9%
Improved Commercial	122	73.55	51.0%
Improved State-Assessed Industrial	1	6.25	4.3%
Vacant Multifamily	1	0.07	0.0%
Improved Multifamily	10	8.64	6.0%
Exempt Federal	2	2.32	1.6%
Exempt State	1	3.29	2.3%
Exempt City	14	33.68	23.4%
Exempt Municipal Water District	2	4.17	2.9%
Exempt Other Municipal Corporation	2	0.98	0.7%
Exempt Fire District	1	1.48	1.0%
Exempt Benevolent	2	1.31	0.9%
Exempt Fraternal	2	1.58	1.1%
<b>TOTAL</b>	<b>193</b>	<b>144.14</b>	<b>100.0%</b>
<b>TOTAL VACANT</b>	<b>18</b>	<b>12.46</b>	<b>8.6%</b>
<b>TOTAL IMPROVED</b>	<b>175</b>	<b>131.68</b>	<b>91.4%</b>

Source: Washington County, OR 2004-05 Assessment and Taxation Database

Note: Total acreage does not include an estimated 49.57 acres of ROW.

Only 9% of the Area is vacant. Most of the undeveloped lands, including 4.17 acres of Water District property and 3.29 acres of Oregon Department of Transportation right-of-way, are under public ownership.

Improved commercial uses constitute 51% (73.55 acres) of the Area's total acreage. Existing commercial development is concentrated on Main Street, Highway 99W and property abutting the intersection of Hall Boulevard/Highway 99W. A broad range of retail and commercial uses are represented. These include but are not limited to: restaurants, antique stores, furniture stores, paint supply stores and frame shops as well as a liquor store, athletic club, bike shop, carpet store and shoe repair shop. Professional and medical service providers, including dentists, realtors, attorneys and the Tigard Chamber of Commerce, are also active in the Area. While most downtown businesses are small and locally owned, national retailers and franchises such as Rite-Aid, Jo-Ann Fabrics, Napa Auto Parts and A-Boy Plumbing and Electric are also represented.

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

Some existing uses in the downtown area do not conform to the goals and objectives of the City's Comprehensive Plan and Development Code. In particular, automobile-oriented uses and manufacturing and industrial facilities do not support the City's goal to create a vibrant, pedestrian friendly atmosphere downtown. These are examples of area businesses that play a valuable role in the local economy but are not appropriate uses of the CBD. The presence of industrial and automobile-oriented uses in the heart of downtown underscores the current underutilization of the area and magnifies the need for public investments that will attract more suitable retail, residential and employment uses in the CBD. The presence of industrial and automobile-oriented uses in the heart of downtown underscores the current underutilization of the area and magnifies the need for public investments that will attract more suitable retail, residential and employment uses in the CBD.

In addition to commercial uses, tax exempt uses or partially exempt uses totaling 48.81 acres or 33.9 % of the Area's total land area are also well represented. Most notably, the Area includes 33.68 acres of property under City ownership. While residential uses are present, they account for less than 10% of the Area's total acreage. Multifamily development and single family homes, predominantly from the 1940s and 1950s, constitute 6% and 3.8% of the Area's acreage respectively.

Table 2, "Zoning Districts (2004-05)," shows the distribution of the Area's lands by zoning district.

**Table 2: Zoning Districts (2004-05)**

Zoning District	% of Total
<b>Commercial Zoning Districts</b>	
Central Business District	80.9%
General Commercial	12.3%
Professional Commercial	3.3%
<i>SUBTOTAL</i>	<i>96.4%</i>
<b>Residential Zoning Districts</b>	
R-4.5 Low-Density Residential District	1.0%
R-12 Medium-Density Residential District	1.3%
R-25 Medium High-Density Residential District	1.3%
<i>SUBTOTAL</i>	<i>3.6%</i>
<b>TOTAL</b>	<b>100.0%</b>

Source: Washington County, OR 2004-05 Assessment and Taxation database

Approximately 96% of the Area with is zoned commercial, with 80.9% of the Area's total acreage in the CBD zone, 12.3% in the General Commercial zone and 3.3% in the Professional Commercial zone. Less than 4% of the Area's acreage is within residential zoning districts that permit a broad range of housing types at varying densities. The residential lands are concentrated in the southern and western portions of the Area, adjacent to Fanno Creek.

**B. Infrastructure**

**1. Transportation and Streetscape**

As detailed in the Tigard Downtown Improvement Plan, poor linkages exist between downtown Tigard and surrounding commercial, residential and employment Areas. Weak connections, in particular a lack of pedestrian friendly streetscape amenities, make it difficult to attract and sustain high quality retail, office and residential development, as specified in the Development Code.

Long term needs for the Area include transportation improvements that will reduce traffic congestion, improve access to downtown, and create a safer and more welcoming environment for pedestrians, bicyclists and motorists.

The City has established a preliminary list of priority transportation needs, which include:

1. Implement street improvements that will increase multimodal access and connectivity, reduce congestion at major intersections and increase safety for pedestrians, bicyclists and motor vehicles.
2. Provide bike lanes, sidewalks, and pedestrian-oriented streetscape improvements to increase multimodal circulation, safety, and connectivity and enhance the visual identity of downtown Tigard.
3. Develop pedestrian facilities that will improve pedestrian access to downtown from surrounding neighborhoods.

**2. Parks**

The Plan identifies improvements to Fanno Creek Park, the Area's most significant natural resource, as a priority project. As the Area redevelops, the Park's role as a community gathering space and recreational activity center will expand. For this reason, maintaining and upgrading park facilities and protecting sensitive areas from the impacts of development and increased usage patterns will be critical.

## DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

In addition to Fanno Creek Park improvements, the Plan recommends the development of a new skateboard park.

### 3. Public Spaces

As detailed in the Tigard Downtown Improvement Plan, the Area's public space environment is inadequate. Developing public spaces at key locations throughout the Area will strengthen linkages between downtown and Fanno Creek Park, the Area's existing "green" amenity, and reinforce downtown's identity as a unique shopping, entertainment, civic and recreational destination.

The Plan has identified public spaces needs for the Area, which include:

- a green corridor/urban creek that connects to other public spaces in the area and serves as an anchor for new development;
- public plazas that serve as community gathering spaces;
- urban green spaces that beautify the Area and provide opportunities for active and passive recreational activities; and
- a public market near Fanno Creek.

### C. Social Conditions

To analyze social conditions within the Area, a summary of demographic data and trends from the 1990 and 2000 U.S Census is included in this section. Census block group data was used to examine the Area's population and housing characteristics. The selected block groups encompass but do not correspond directly with the Area and the analysis is intended to provide a general description of the Area.

Analysis of the Area in 1990 and 2000 is based on the following Census Tracts and Block Groups in Washington County, Oregon:

Census Tract 307 – BG 1, 2  
Census Tract 308.01 – BG 1  
Census Tract 309 – BG 1

#### 1. Population and Housing

According to the Bureau of Census, in 2000 the total population of the Area was reported at 3,311 persons, up 8.3% from 3,056 persons in 1990. In 2000, 1,413 households with an average household size of 2.34 were reported for the Area.

As presented in Table 3, "Change in Occupancy Status (1990 to 2000)," the Area experienced a net increase of 239 housing units (19.1%) between 1990 and 2000. Corresponding with the increase in total housing units,

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

occupied housing units in the Area increased by 17% between 1990 and 2000. While growth in owner-occupied units was modest at 6.7% (43 units), renter-occupied households increased by 28.4% (162 units). The overall share of owner-occupied units in the Area decreased slightly from 52.8% in 1990 to 48.2% in 2000, a net loss of 4.6%. The decline in owner households may be attributed to the limited availability of ownership housing that is both affordable and attractive to buyers. It also suggests that prospective homebuyers do not view downtown Tigard as a desirable place to live.

**Table 3: Change in Occupancy Status (1990 to 2000)**

	1990	2000	Change	% Change
Total housing units	1,252	1,491	239	19.1%
Occupied units	1,208	1,413	205	17.0%
owners	638	681	43	6.7%
renters	570	732	162	28.4%
Vacant units	44	78	34	77.3%
% Owner occupied	52.8	48.2	-4.6	N/A
% Renter occupied	47.2	51.8	4.6	N/A

Source: 1990 and 2000 Census, SF 1 - 100 Percent Data

As illustrated in Table 4, "Race Characteristics (2000)," while the Area's population is largely white, non-white residents represent a significant share of the population at 14.5%. Among non-whites who affiliated themselves with a single race, Asians showed the highest representation at 4.4%. In 2000, 3.5% of the Area's total population (487 persons) claimed two or more races.

**Table 4: Race Characteristics (2000)**

Race	Area Total	% of Area Total
<b>Total:</b>	<b>3,311</b>	<b>100.0%</b>
Population of one race:	3,196	96.5%
White alone	2,830	85.5%
Black or African American alone	22	0.7%
American Indian and Alaska Native alone	26	0.8%
Asian alone	147	4.4%
Native Hawaiian and Other Pacific Islander alone	34	1.0%
Some other race alone	137	4.1%
Two or more races:	115	3.5%
<b>Total non-white:</b>	<b>481</b>	<b>14.5%</b>

Source: 2000 Census, SF 1 - 100 Percent Data

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In 1990, an estimated 93 persons or 3.0% of the Area's total population reported Hispanic or Latino origin. By 2000, as shown in Table 5 "Hispanic or Latino Population (2000)," the Hispanic or Latino population had risen to 403 persons or 12.2% of the Area's total population. Between 1990 and 2000, with the addition of 310 persons of Hispanic or Latino origin, the Area's Hispanic or Latino population more than tripled.

Table 5: Hispanic or Latino Population (2000)		
Hispanic or Latino	Area Total	% of Area Total
Total Population:	3,311	100.0%
Not Hispanic or Latino	2,908	87.8%
Hispanic or Latino	403	12.2%

Source: 2000 Census, SF 1 - 100 Percent Data

## D. Economic Conditions

### 1. Taxable Value of Property Within the Area

State law limits the percentage of a municipality's total assessed value and area that can be contained in an urban renewal area at the time of its establishment to 25% for municipalities under 50,000 in population. The estimated total assessed value of the Area, including all real, personal, personal manufactured and utility properties, is \$59,854,340 or 1.47% of the City of Tigard's total assessed value. The estimated total acreage of the Area, including 49.57 acres of ROW, is 193.71 acres or 2.6% of the City's total land area. Accordingly, the Area is well within the 25% assessed value and area limits.

### 2. Building to Land Value Ratio

An analysis of property values can be used to assess the economic condition of real estate investments in a designated area. The relationship of a property's improvement value (the value of buildings and other improvements to the property) to its land value is generally an accurate indicator of the condition of real estate investments. This relationship is referred to as the "Improvement to Land Ratio" or "I:L". The values used are real market values. In urban renewal areas, the I:L may be used to measure the intensity of development or the extent to which an area has achieved its development priorities.

I:L ratios for healthy properties in downtown Tigard could range between 7.0 -10.0 or more. For instance, a property on a 15,000 square foot lot would have a land value of \$150,000, at \$10.00 per square foot. A two-story commercial property containing 20,000 square feet valued at \$60.00



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per square foot would have an improvement value of \$1,200,000. The I:L ratio for this property would be 8.0.

Table 6, "Improvement to Land Ratios (2004-05)," shows the average improvement to land ratios for properties within the study area, sorted by property class.

As highlighted in the Physical Conditions section, the Area consists primarily of commercial lands within Tigard's Central Business District (CBD) and General Commercial (CG) zone. At 1.34, the average I:L for commercial uses within the Area is very low, an indication that commercial properties are significantly underdeveloped. One of the stated economic policies of the Tigard Comprehensive Plan is, "to improve and enhance portions of the central business district as the focal point for commercial, high density residential, business, civic and professional activity creating a diversified and economically viable core area." The Plan supports projects that will enhance the Area's capacity to retain existing businesses and attract new employers, residents and visitors to the Area, thereby improving economic stability and job growth within the CBD.

Table 6: Improvement to Land Ratios (2004-05)		
Use	Average I:L All Parcels	Average I:L Improved Parcels Only
Residential	0.67	0.86
Commercial	1.34	1.43
State-Assessed Industrial	0.00	0.00
Multifamily Residential	2.53	2.79
Exempt or Partially Exempt	0.20	0.73

Source: Washington County, OR 2004-05 Assessment and Taxation database

The average I:L of each of uses represented in the Area is low, falling at or below 2.79. This is clearly evidenced by the Area's inadequate streetscape, substandard housing development, underutilized commercial lands, and the lack of public spaces and public facilities.

### 3. Income and Poverty

As a group, Area residents are less well off than the citywide population. The Area's median household income was estimated at \$38,100 in 2000, 26% lower than the City's median household income of \$51,581. Table 7, "Poverty Status in 1999 by Age," shows the population breakdown by persons living below and at or above the federal poverty level.

Table 7: Poverty Status in 1999 by Age

Poverty Data	Area Total	% of Area Total
Total Persons <sup>1/</sup>	3,705	100.0%
Income in 1999 Below Poverty Level:	314	8.5%
Under 18 years	95	2.6%
18 years and over	219	5.9%
Income in 1999 at or Above Poverty Level:	3,391	91.5%
Under 18 years	446	12.0%
18 years and over	2,945	79.5%

Source: 2000 Census, SF 3 - Sample Data

<sup>1/</sup>Population for whom Poverty Status is Determined

An estimated 8.5% of the Area's population was living below the poverty level in 1999. The Plan supports transportation and streetscape projects and programs that will improve the physical appearance of downtown Tigard and increase access and connectivity throughout the Area. These improvements will make downtown an attractive location for high quality retail, commercial and office development, which will create new employment and economic opportunities for local residents.

#### 4. Employment

Employment data from the 2000 Census is used to analyze the employment status of residents in the Area. Given that state and national unemployment rates increased during the economic downturn and the Portland regional economy has not yet fully recovered, it is likely that current unemployment within the Area is higher and the labor force participation rate is lower than in 2000.

As shown in Table 8, "Employment Status, Persons 16 years and over, City Center URA (2000)," the percentage of Area residents 16 and over in the labor force was 65.5% in 2000. While only 2.6% of the labor force was unemployed, the Area's labor force participation rate was 6% lower than the citywide rate, reported at 72.2% in 2000. This suggests that downtown Tigard may have a significant population of persons who, due to age or disability, are unable to work.

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<b>Table 8: Employment Status, Persons 16 years and over City Center URA (2000)</b>		
<b>Employment Status</b>	<b>Area Total</b>	<b>% of Area Total</b>
<b>Persons, 16 years and over</b>	<b>3,224</b>	<b>100.0%</b>
In labor force:	2,112	65.5%
Armed forces	0	0.0%
Civilian labor force	2,112	65.5%
Employed	2,029	62.9%
<b>Unemployed</b>	<b>83</b>	<b>2.6%</b>
Not in labor force:	1,112	34.5%

Source: 2000 Census, SF 3 - Sample Data

## E. Impact on Municipal Services

The fiscal impact of tax increment financing on taxing districts that levy taxes within the Area ("affected taxing districts") is described in section X of this Report. This subsection discusses the fiscal impacts resulting from potential increases in demand for municipal services.

Increases in commercial and residential occupancies within the Area will generally result in higher demand for fire, life safety and public safety services. However, older buildings not currently meeting building and fire codes will be brought into code compliance, reducing the demand from those buildings. Similarly, street improvements identified in the Plan will make downtown safer and more accessible to fire and emergency services vehicles.

New landscaping features and public spaces improvements within the Area will increase the need for maintenance. However, sidewalk improvements will reduce the need for repairs of existing sidewalks.

Population growth resulting from new residential development within the Area will increase the demand for municipal and social services. However, the cost of providing these services will be off set, in part, by property tax revenues.

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

## III. REASONS FOR SELECTION OF EACH URBAN RENEWAL AREA IN THE PLAN

There is one urban renewal area in the Plan and it was selected to improve and prevent the future occurrence of blighted areas as defined in ORS 457.010(1).

## IV. COMPLIANCE WITH STATUTORY LIMITS ON ASSESSED VALUE AND SIZE OF URBAN RENEWAL AREA

As noted above, the estimated total assessed value of the Area, including all real, personal, personal manufactured and utility properties, is \$59,854,340 or 1.47% of the City of Tigard's total assessed value. The estimated total acreage of the Area, including 49.57 acres of ROW, is 193.71 acres or 2.6% of the City's total land area. Accordingly, the Area is well within the 25% assessed value and area limit contained in Chapter 457 of Oregon Revised Statutes.

V. **THE RELATIONSHIP BETWEEN URBAN RENEWAL PROJECTS AND  
THE EXISTING CONDITIONS IN THE URBAN RENEWAL AREA**

This section describes the relationship between the urban renewal projects called for in the Plan and conditions generally described in Section II of this Report and more particularly described below.

A. **Street Improvements**

1. **Ash Avenue Extension, Scoffins to Burnham, Including Railroad Crossing**

The extension of Ash Avenue from Burnham Street to Commercial Street is a project under the Plan.

**Relationship to Existing Conditions**

Under existing conditions, Ash Avenue is an incomplete roadway that extends from Scoffins Road to Commercial Street and picks back up at Burnham Street, on the south side of the rail corridor. Filling in the "gap" in the roadway will increase access and connectivity within the CBD. The provision of a new railroad crossing is necessary to ensure pedestrian, bicycle and motor vehicle safety.

2. **Scoffins Street/Hall Boulevard/Hunziker Road Re-Alignment**

This project will realign the Scoffins Street/Hall Boulevard/Hunziker Road intersection.

**Relationship to Existing Conditions**

Located on the eastern edge of the Area, this three-way intersection provides access to downtown from Highway 99W and residential neighborhoods east of Hall Boulevard and south of downtown. Currently, Scoffins Street and Hunziker Road are poorly aligned, which increases traffic congestion and compromises the safety of pedestrians, bicyclists and motorists crossing over, or turning on or off, Hall Boulevard. Improving the alignment of the intersection will reduce congestion and increase multimodal safety.

3. **Hall Blvd/Highway 99W Intersection Improvements**

Improvements to the intersection of Hall Boulevard and Highway 99W are a project under the Plan. The acquisition of additional public right-of-way may be undertaken as part of the project.

**Relationship to Existing Conditions**

## DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

This project will improve multimodal circulation and safety and reduce congestion at the intersection of Hall Boulevard and Highway 99W, a major intersection that serves as the primary entryway to downtown.

### 4. Greenburg Road/Highway 99W Intersection Improvements

Improvements to the intersection of Greenburg Road and Highway 99W are a project under the Plan.

#### Relationship to Existing Conditions

Under current conditions, traffic congestion at the intersection of Greenburg Road and Highway 99W hampers multimodal circulation and safety in Downtown Tigard and impedes access to the Area. This project will promote safe and convenient access to downtown Tigard and improve the flow of traffic throughout the Area.

### 5. Burnham Street Improvements

The reconstruction and widening of Burnham Street is a project under the Plan.

#### Relationship to Existing Conditions

As noted in Section II A, access throughout the Area is constrained by weak linkages and the lack of an adequate street system in the Central Business District. The reconstruction and widening of Burnham Street will increase multimodal access to underutilized commercial properties in the southeast portion of the Area, which are expected to redevelop to more intensive residential, office, civic and commercial uses under the Plan.

### 6. Center Street Improvements

Upgrades and improvements to Center Street are a project under the Plan.

#### Relationship to Existing Conditions

As the Safeway property at the northwest corner of Hall Boulevard and Highway 99W redevelops, Center Street, which provides access to the property from Greenburg Road, will need to be improved to accommodate the anticipated increase in bicycle, pedestrian and motor vehicle traffic.

## B. Streetscape Improvements

### 1. Downtown Tigard Streetscape Improvements

## DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

Streetscape improvements along Main Street, Burnham Street, Commercial Street, Ash Avenue, Scoffins Road and Center Street are a project under the Plan.

### Relationship to Existing Conditions

The lack of adequate streetscape amenities and human-scale development in downtown Tigard makes it an unsafe and unwelcoming destination for pedestrians. Under current conditions, downtown lacks a distinct visual identity and character, which has made it difficult to attract active retail, civic and employment uses supported in the Comprehensive Plan. Installing streetscape furnishings, street trees and other landscape enhancements will beautify downtown and create a more business-friendly, pedestrian-oriented environment.

## **C. Bike/Pedestrian Facilities**

### **1. Commuter Rail Access**

The provision of a new pedestrian access way between Burnham Street and the proposed commuter rail station is a project under the Plan.

### Relationship to Existing Conditions

Under current conditions, multimodal access within the Area is constrained by the rail corridor, which bisects the CBD. Pedestrians who want to cross between the north and south sides of the rail corridor currently have one option – Main Street. This project will provide an alternative and more direct access route for pedestrians wishing to access the proposed commuter rail station on Commercial Street.

### **2. Sidewalks and Bike Lanes**

The Plan recommends bicycle and pedestrian improvement projects that will provide sidewalks and bike lanes on Hall Boulevard, Scoffins Street, Tigard Street, Highway 99W and Center Street.

### Relationship to Existing Conditions

The incomplete sidewalk system and lack of striped bike lanes in downtown Tigard impedes pedestrian and bicycle access and weakens public perception of downtown as a unified district. In conjunction with urban spaces and streetscape improvements, the proposed sidewalk and bike lane improvements will improve multimodal access to the Area and create an attractive and visually distinct streetscape environment in downtown Tigard.

3. Enhanced Pedestrian Bridge over Fanno Creek Connecting to Ash Avenue

The design and construction of an enhanced pedestrian bridge over Fanno Creek is a project under the Plan. The bridge will connect to Ash Avenue, which does not currently extend over the Creek.

Relationship to Existing Conditions

One of the stated goals of the Plan is to, "Capitalize on Commuter Rail and Fanno Creek as catalysts for future investment and development." This project will enhance connectivity between Downtown Tigard and residential neighborhoods to the south and west of Fanno Creek.

4. Conversion of Existing North Rail Corridor into a Multi-use Pedestrian Trail

The conversion of the existing north rail corridor into a multi-use pedestrian trail is a project under the Plan. Key components of the project may include bio-swales, native vegetation, pervious pavement and low impact stormwater conveyance/treatment features.

Relationship to Existing Conditions

This project will increase pedestrian access to downtown Tigard while providing new active and passive recreational opportunities for Area residents, workers and visitors. Consistent with goals of the Tigard Downtown Improvement Plan and the Comprehensive Plan, this project will be developed in an environmentally sensitive manner and will incorporate low impact, sustainable development techniques.



5. Tigard Street/Grant Bicycle/Pedestrian Crossing

This project provides for the design and construction of a new at-grade bicycle/pedestrian crossing that will extend from the intersection of Tigard Street and Grant Street (south of the railroad) to the north side of the railroad tracks.

Relationship to Existing Conditions

Currently, due to an insufficient number of railroad crossings, multimodal access to Downtown from surrounding neighborhoods is constrained. This project will provide safe and convenient access to non-motorized vehicles traveling to and from downtown from residential areas to the north and west.

**D. Parks**

1. Fanno Creek Park Improvements

Improvements to Fanno Creek Park, including the preservation and restoration of environmentally sensitive areas, are a project under the Plan.

Relationship to Existing Conditions

As the Area redevelops and new housing, office, retail and commercial development locates downtown, it will be necessary to preserve the environmental integrity of existing parks and open space areas. Currently, Fanno Creek is the Area's most significant natural amenity. This project provides for improvements that will make Fanno Park a safer and more attractive recreational destination while protecting sensitive areas in the Fanno Creek Watershed.

2. Skateboard Park

The design and construction of a new skateboard park is a project under the Plan.

Relationship to Existing Conditions

Similar to the Fanno Creek Park Improvements project and other public spaces proposed in the Plan, this project will expand the range of recreational opportunities in the Area and draw people of varying ages and interests to Downtown Tigard.

**E. Public Spaces**

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## 1. Green Corridor/Urban Creek

The development of a green corridor/urban creek, which will extend from Fanno Creek to the northwest corner of the Central Business District, is a project under the Plan.

### Relationship to Existing Conditions

As described in Section II B, downtown Tigard's inadequate streetscape environment limits its capacity to promote active retail, shopping and entertainment uses. The proposed Green Corridor/Urban Street project will serve as a catalyst for development and strengthen linkages between key downtown locations, including Fanno Creek Park, Main Street and the proposed Commuter Rail station.

## 2. Plazas and Urban Green Spaces

The development of public plazas that will serve as public gathering spaces is a project under the Plan.

### Relationship to Existing Conditions

Under existing conditions, the lack of public open space areas in downtown Tigard makes it an unattractive and unwelcoming pedestrian environment. Developing public plazas and urban green spaces suitable for a broad range of recreational and civic uses will increase community livability in downtown Tigard and strengthen its identity as a pedestrian-friendly shopping, entertainment and recreational district.

## 3. Public Market

The development of a public market in the proposed public use area near Fanno Creek is a project under the Plan.

### Relationship to Existing Conditions

Developing a public market that will serve as a gathering space for community events and recreational activities will draw residents and out-of-town visitors to downtown Tigard. Area businesses will benefit directly from this project as individuals and families who visit the public market will also patronize restaurants, shops and other downtown venues.

**F. Public Facilities**

1. Performing Arts Center

The development of a performing arts center in downtown Tigard is a project under the Plan.

Relationship to Existing Conditions

Under existing conditions, artistic and cultural activities in the Area are very limited. The development of a new Performing Arts Center, which will serve as a community gathering place for the arts, will promote downtown Tigard's reputation as a center for entertainment and culture. Performing Arts Center patrons will shop at local businesses, dine at downtown restaurants and enjoy the various recreational and entertainment activities that the Area has to offer.

2. Public Parking Facilities

The development of new public parking facilities in downtown Tigard is a project under the Plan.

Relationship to Existing Conditions

While the Area's supply of parking is adequate for the needs of existing businesses and residents, it is anticipated that the demand for public parking facilities will increase as the Area redevelops. Anticipated growth in housing and employment densities in downtown Tigard will increase the need for additional off-street parking. Developing public parking facilities at key locations throughout the Area, particularly in the CBD, will make downtown a convenient location for civic, retail and recreational activities.

3. Public Market Area

The development of a public market area in the proposed public use area near Fanno Creek is a project under the Plan.

Relationship to Existing Conditions

The public market area will serve as a community gathering spot and will strengthen linkages between Fanno Creek Park, the CBD and adjacent residential neighborhoods.

4. Post Office Relocation

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The possible relocation of the existing downtown post office is a project under the Plan.

### Relationship to Existing Conditions

The existing downtown post office may not be the optimal use for valuable commercial real estate in the heart of downtown Tigard. Although the post office generates a substantial level of traffic, it is not compatible with other desired commercial activities on Main Street. For this reason, the post office may be relocated to an alternative site in the Area.

#### 5. Public Restrooms

The provision of public restrooms in public gathering spaces is a project under the Plan.

### Relationship to Existing Conditions

Concurrent with the development of public gathering spaces in the Area, such as the proposed Public Market near Fanno Creek, the provision of public restrooms will help make shopping, dining and usage of the Area's public facilities and recreational amenities a comfortable and convenient experience for the public.

**VI. THE ESTIMATED TOTAL COST OF EACH PROJECT AND THE SOURCES OF MONEYS TO PAY SUCH COSTS**

Table 9 below shows the estimated total cost of each project and the estimated sources of funds to address such costs, with all figures in year of expenditure dollars (which take into account inflation).

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Table 9: Revenues, Costs and Schedule for Urban Renewal Projects

FY Ending June 30	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Revenues	0	488,000	70,960	477,522	34,481	122,120	17,865	620,620	134,754	886,181
Beginning Balance		0	830,136	0	1,028,100	160,173	1,350,895	292,173	1,702,449	426,475
Debt Proceeds	900,000	0								
Initial Funding from City of Tigard	0	7,320	13,516	7,163	15,939	4,234	20,531	13,692	27,558	19,690
Interest Earnings										
Total Revenues	900,000	495,320	914,613	484,685	1,078,521	286,527	1,389,291	926,485	1,864,761	1,332,345
Administration										
Capital Projects	1	2	3	4	5	6	7	8	9	10
Street Improvements	154,500	159,135	163,909	168,826	173,891	0	153,734	158,346	195,716	201,587
Streetscape Improvements	154,500	159,135	163,909	168,826	173,891	0	153,734	158,346	195,716	201,587
Bike/Pedestrian Facilities	103,000	106,090	109,273	112,551	115,927	0	0	0	0	0
Parks	0	0	0	0	231,855	119,405	153,734	158,346	195,716	201,587
Public Spaces	0	0	0	0	231,855	119,405	153,734	158,346	195,716	201,587
Public Facilities	0	0	0	0	0	0	0	0	0	0
Planning and Development Assistance	0	0	0	0	28,982	29,851	153,734	158,346	195,716	201,587
Property Acquisition – From Willing Sellers	0	0	0	0	0	0	0	0	0	0
Total Expenditures	412,000	424,360	437,091	450,204	956,401	268,662	768,671	791,731	978,580	1,007,937

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Table 9: Revenues, Costs and Schedule for Urban Renewal Projects (Continued)

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

FY Ending June 30	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
Revenues										
Beginning Balance	324,408	1,099,304	309,297	941,997	266,233	922,616	257,482	1,540,104	522,161	1,536,132
Debt Proceeds	1,951,955	434,527	1,703,901	512,490	1,870,703	595,854	2,725,440	651,615	2,934,810	728,428
Initial Funding from City of Tigard										
Interest Earnings	34,145	23,007	30,198	21,817	32,054	22,777	44,744	32,876	51,855	33,968
Total Revenues	2,310,508	1,556,838	2,043,397	1,476,304	2,168,990	1,541,248	3,027,667	2,224,595	3,508,826	2,298,528
Administration										
Capital Projects	11	12	13	14	15	16	17	18	19	20
Street Improvements	242,241	249,508	220,280	242,014	249,275	256,753	297,513	340,487	394,539	451,528
Streetscape Improvements	242,241	249,508	220,280	242,014	249,275	256,753	297,513	340,487	394,539	451,528
Bike/Pedestrian Facilities	0	0	0	0	0	0	0	0	0	0
Parks	242,241	249,508	220,280	242,014	249,275	256,753	297,513	340,487	394,539	451,528
Public Spaces	242,241	249,508	220,280	242,014	249,275	256,753	297,513	340,487	394,539	451,528
Public Facilities	0	0	0	0	0	0	0	0	0	0
Planning and Development Assistance	242,241	249,508	220,280	242,014	249,275	256,753	297,513	340,487	394,539	451,528
Property Acquisition – From Willing Sellers	0	0	0	0	0	0	0	0	0	0
Total Expenditures	1,211,205	1,247,541	1,101,400	1,210,072	1,246,374	1,283,765	1,487,563	1,702,433	1,972,694	2,257,639

On 10/18/05 CCDA requested line item for funds to be budgeted for property acquisition from willing sellers. Consultant Tashman also noted that no line item was included for public facilities.

Table 10: Tax Increment Revenues, Debt Service and Debt Service Reserves

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

FY Ending June 30	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
<b>REVENUES</b>											
Beginning Balance		0	40,827	79,535	196,425	286,223	299,301	453,184	444,189	679,289	626,781
Tax Increment Revenues		40,223	124,648	200,530	279,022	360,181	481,864	607,608	737,494	871,603	1,011,682
Interest		603	3,095	5,394	10,078	13,989	16,207	22,710	24,388	33,453	33,979
<b>Total Revenues</b>		40,827	168,570	285,459	485,525	660,393	797,372	1,083,501	1,206,070	1,584,345	1,672,441
Average Tax Increment Revenues	1,222,820										
<b>EXPENDITURES</b>											
Debt Service, Long Term			89,035	89,035	89,035	89,035	89,035	89,035	89,035	89,035	89,035
Bond 1					110,267	110,267					
Bond 2							144,887	144,887	144,887	144,887	144,887
Bond 3									182,593	182,593	182,593
Bond 4											195,849
Bond 5											
Bond 6											
Bond 7											
Bond 8											
Bond 9											
<b>Total Debt Service, Long Term</b>		0	89,035	89,035	199,301	199,301	344,189	344,189	526,781	526,781	722,630
Bond Reserve		0	89,035	89,035	199,301	199,301	344,189	344,189	526,781	526,781	722,630
Debt Service Short Term		0				161,791		295,124		430,782	127,182
<b>Total Expenditures</b>		0	178,069	178,069	398,603	560,393	688,377	983,501	1,053,562	1,484,345	1,572,441

Table 10: Tax Increment Revenues, Debt Service and Debt Service Reserves (Continued)



# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

FY Ending June 30	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
<b>REVENUES</b>										
Beginning Balance	822,630	822,630	980,138	980,138	1,148,672	1,148,672	1,311,417	1,311,417	1,467,162	1,467,162
Tax Increment Revenues	1,120,066	1,232,193	1,348,178	1,468,140	1,592,201	1,695,984	1,803,223	1,914,027	2,028,505	2,146,772
Interest	41,480	43,162	49,627	51,426	58,343	59,900	66,391	68,033	74,442	76,216
<b>Total Revenues</b>	<b>1,984,176</b>	<b>2,097,985</b>	<b>2,377,943</b>	<b>2,499,705</b>	<b>2,799,216</b>	<b>2,904,555</b>	<b>3,181,031</b>	<b>3,293,497</b>	<b>3,570,110</b>	<b>3,690,151</b>
<b>Average Tax Increment Revenues</b>										
<b>EXPENDITURES</b>										
<b>Debt Service, Long Term</b>										
Bond 1	89,035	89,035	89,035	89,035	89,035					
Bond 2	110,267	110,267	110,267	110,267	110,267	110,267	110,267			
Bond 3	144,887	144,887	144,887	144,887	144,887	144,887	144,887	144,887	144,887	
Bond 4	182,593	182,593	182,593	182,593	182,593	182,593	182,593	182,593	182,593	182,593
Bond 5	195,849	195,849	195,849	195,849	195,849	195,849	195,849	195,849	195,849	195,849
Bond 6		157,508	157,508	157,508	157,508	157,508	157,508	157,508	157,508	157,508
Bond 7				168,533	168,533	168,533	168,533	168,533	168,533	168,533
Bond 8						251,780	251,780	251,780	251,780	251,780
Bond 9								266,012	266,012	266,012
<b>Total Debt Service, Long Term</b>	<b>722,630</b>	<b>880,138</b>	<b>880,138</b>	<b>1,048,672</b>	<b>1,048,672</b>	<b>1,211,417</b>	<b>1,211,417</b>	<b>1,367,162</b>	<b>1,367,162</b>	<b>1,222,275</b>
<b>Bond Reserve</b>	<b>722,630</b>	<b>880,138</b>	<b>880,138</b>	<b>1,048,672</b>	<b>1,048,672</b>	<b>1,211,417</b>	<b>1,211,417</b>	<b>1,367,162</b>	<b>1,367,162</b>	<b>1,222,275</b>
<b>Debt Service Short Term</b>	<b>438,916</b>	<b>237,709</b>	<b>517,667</b>	<b>302,361</b>	<b>601,873</b>	<b>381,721</b>	<b>658,197</b>	<b>459,173</b>	<b>735,786</b>	<b>1,145,601</b>
<b>Total Expenditures</b>	<b>1,884,176</b>	<b>1,997,985</b>	<b>2,277,943</b>	<b>2,399,705</b>	<b>2,699,216</b>	<b>2,804,555</b>	<b>3,081,031</b>	<b>3,193,497</b>	<b>3,470,110</b>	<b>3,590,151</b>

Table 11: Projected Incremental Assessed Value and Tax Rates

# DRAFT REPORT ON CITY CENTER URBAN RENEWAL PLAN

FY Ending June 30	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Frozen Base	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466
Prior Year Total		62,884,466	66,304,704	73,483,446	79,935,766	86,609,983	93,511,005	103,857,879	114,550,020	125,594,334	136,997,785
Appreciation %		2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%
Appreciation \$		1,572,112	1,657,618	1,837,086	1,998,394	2,165,250	2,337,775	2,596,447	2,863,751	3,139,858	3,424,945
Gross New Real Market Value		4,181,281	12,677,669	8,633,061	8,772,651	8,915,234	15,134,351	15,361,849	15,593,906	15,830,638	16,072,160
Net % of Gross		65%	65%	81%	82%	83%	84%	85%	86%	87%	88%
Net Real Market Value		2,717,832	8,240,485	6,992,779	7,193,573	7,399,644	12,712,855	13,057,571	13,410,759	13,772,655	14,143,501
Changed Property Ratio		68%	67%	66%	65%	64%	63%	62%	61%	60%	60%
Assessed Value, New Development		1,848,126	5,521,125	4,615,234	4,675,823	4,735,772	8,009,098	8,095,694	8,180,563	8,263,593	8,486,101
Total	62,884,466	66,304,704	73,483,446	79,935,766	86,609,983	93,511,005	103,857,879	114,550,020	125,594,334	136,997,785	148,908,830
Incremental Assesed Value	0	3,420,238	10,598,980	17,051,301	23,725,517	30,626,539	40,973,413	51,665,554	62,709,868	74,113,319	86,024,364
Consolidated Tax Rate		11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792
Tax Increment Revenues		40,630	125,907	202,556	281,840	363,819	486,731	613,745	744,943	880,407	1,021,901

FY Ending June 30	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Frozen Base	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466	62,884,466
Prior Year Total	148,908,830	158,124,890	167,659,173	177,521,502	187,721,989	198,271,051	207,095,782	216,214,461	225,636,209	235,370,426
Appreciation %	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%
Appreciation \$	3,722,721	3,953,122	4,191,479	4,438,038	4,693,050	4,956,776	5,177,395	5,405,362	5,640,905	5,884,261
Gross New Real Market Value	10,287,151	10,451,613	10,619,567	10,791,104	10,966,316	7,243,360	7,380,682	7,521,324	7,665,378	7,812,938
Net % of Gross	89%	89%	89%	89%	89%	89%	89%	89%	89%	89%
Net Real Market Value	9,155,565	9,301,936	9,451,415	9,604,082	9,760,021	6,446,590	6,568,807	6,693,979	6,822,187	6,953,514
Changed Property Ratio	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%
Assessed Value, New Development	5,493,339	5,581,161	5,670,849	5,762,449	5,856,013	3,867,954	3,941,284	4,016,387	4,093,312	4,172,109
Total	158,124,890	167,659,173	177,521,502	187,721,989	198,271,051	207,095,782	216,214,461	225,636,209	235,370,426	245,426,796
Incremental Assesed Value	95,240,424	104,774,707	114,637,036	124,837,523	135,386,585	144,211,316	153,329,995	162,751,743	172,485,960	182,542,330
Consolidated Tax Rate	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792	11.8792
Tax Increment Revenues	1,131,380	1,244,640	1,361,796	1,482,970	1,608,284	1,713,115	1,821,438	1,933,361	2,048,995	2,168,457

**VII. THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT**

Table 9 shows the anticipated completion dates of the urban renewal projects.

**VIII. THE ESTIMATED AMOUNT OF TAX INCREMENT REVENUES REQUIRED AND THE ANTICIPATED YEAR IN WHICH INDEBTEDNESS WILL BE RETIRED**

Table 10 shows the yearly tax increment revenues and their allocation to debt service and debt service reserve funds. It is anticipated that all debt will be retired by the end of FY 2027/2028. The estimated amount of tax increment revenues required to service debt is \$39,142,083 (total tax increment revenues of \$40,026,326 less \$884,243 remaining after debt is retired; to be refunded to taxing districts).

**IX. FINANCIAL ANALYSIS OF THE PLAN**

The estimated tax increment revenues of \$39,142,083 are based on projections of the assessed value of development within the Area.

Table 11 (page 30) shows the projected incremental assessed value, projected tax rates that would produce tax increment revenues, and the annual tax increment revenues. These in turn provide the basis for the projections in Table 10.

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X. **IMPACT OF THE TAX INCREMENT FINANCING, BOTH UNTIL AND AFTER THE INDEBTEDNESS IS REPAID, UPON ALL ENTITIES LEVYING TAXES UPON PROPERTY IN THE URBAN RENEWAL AREA**

The impact of tax increment financing on overlapping taxing districts consists primarily of the property tax revenues foregone on permanent rate levies as applied to the growth in assessed value in the Area *without the Plan*. Revenues on growth in assessed value that would not occur but for the Plan cannot be considered as foregone. It is reasonable to project that development within the Area without the Plan would take much longer to occur, would be less extensive and would have lower assessed values.

Table 9 shows the property tax revenue foregone by overlapping taxing districts during the use of tax increment financing, in terms of average revenues foregone per year through FY 2027/2028 in current dollars. No impacts are shown for the K-12 School District or Educational Service District, because under the current K-12 and ESD financing system, property tax revenues foregone by the districts would be offset by additional revenues from the State School Fund.

Table 9: Revenues Foregone

Present Value of Revenues Foregone	Through 2028	Average/Year
Washington County Permanent	1,660,097	79,052
TVF&R	1,126,125	53,625
Port	51,758	2,465
Metro	71,324	3,396
City of Tigard	1,855,537	88,359
ESD - NW Regional	113,558	5,408
PCC	208,804	9,943

Table 10 shows the *increase* in permanent rate levy revenues that would occur in the years after termination of the tax increment financing, from FY 2029 through FY 2037,

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when the projected additional value in the Area would result in a "break even" point. During FY 2036/2037, the value in current dollars of the revenues foregone would be exceeded by the value in current dollars of the additional revenues gained.

Table 10: Revenues Gained After Termination of Tax Increment Financing FY 2029 through FY 2037

Taxing District	Through 2037
Washington County Permanent	1,677,514
TVF&R	1,137,940
Port	52,301
Metro	72,073
City of Tigard	1,875,004
ESD - NW Regional	114,749
PCC	210,995